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ABSTRACT

This analysis selectively describes and interprets the main lines and development of the Education Professions Development Act (EPDA). The study attempts to define the intent of Congress in authorizing the EPDA, to outline and explain the Office of Education's structures and actions in implementing the Act, and to chronicle the development and the resultant dollar costs of EPDA programs. Lessons are extracted from the surrounding literature to provide Federal officials and the education profession at large with the benefit of the EPDA's experiences. Research documents included in the report are accompanied by a copy of the original text of the EPDA, as well as by the related Congressional debates, reports, and amendments. (LH)

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THE EDUCATION PROFESSIONS DEVELOPMENT ACT

In Congress, in the Office of Education, and in the Field

by

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Mediax Associates, Inc.
Westport, Connecticut

1979

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- The people listed in Appendix B who granted extended interviews concerning their experiences with EPDA, providing helpful facts and interpretations on its development. I am particularly grateful to Don Davies, who not only granted me an interview, but also offered valuable suggestions for improving the draft report.

- The authors of the special "Lessons Learned" reports on the several EPDA programs, listed in Appendix C. Their insightful analyses proved to be invaluable, and it is regretable

that space constraints permitted the inclusion here of only brief summaries of their comprehensive program descriptions and appraisals.

There may be important gaps and perhaps some distortions in this account of the EPDA experience. If so, the responsibility is mine. The people noted above did their best to set the record straight.

D.A.W.

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SUMMARY

The Education Professions Development Act (EPDA) represents the most comprehensive thrust the Federal Government has ever made in the field of "teacher education", and the Office of Education's experience in administering the Act is replete with important lessons for professional practice and Federal policy.

Congress enacted Public Law 90-35 on June 29, 1967 -- hastily, with minimum debate and no joint conference, because legislative authority for the National Teacher Corps would otherwise come to and end the following day. In doing so, Congress sought primarily to preserve Teacher Corps and to help relieve the general teacher shortage that was then current; but it also sought much more. It was clearly the intent of Congress to provide support for a truly comprehensive approach to the development of educational personnel on all levels, with particular attention to areas of critical need; to improve the quality of institutional programs for the training of educational personnel; to give the Office of Education considerably more discretion than had been customary in administering the Act; and to provide for the continual assessment of national developments and needs in the field of educational personnel.

The Act called for the establishment of a National Advisory Council on Education Professions Development, for annual reports on the state-of-the-art by the Commissioner of Education, and for continuation of Teacher Corps, provisions that become operative at once. However, its provisions for the development of a wide range of programs did not become operative until 1969. During the interim, the Office of Education undertook intensive planning for EPDA -- its mission, its administrative organization, its strategies, and its programs.

In general, the mission the Office of Education defined for EPDA was to improve the education of children from low-income backgrounds, to make college and university programs of teacher education more responsive to the needs of the "real world", and to relieve critical shortages of personnel in such areas as teacher aides, effective teachers of the disadvantaged, teachers in early childhood education, special education, vocational education and others. Underlying all of these purposes was the dominant goal of educational and social reform, major efforts to "change the system" on all levels of education.

The administrative structure initially established for EPDA was the Bureau of Educational Personnel Development (BEPD), with the divisions of Program Resources, Program Administration, Teacher Corps, and Assessment and Coordination. "Turf" and policy struggles that soon emerged with the Bureau seriously disrupted its unity and efficiency. They centered mainly around the insistence of Teacher Corp's managers on "independence" (which they eventually won), and efforts to maintain the teacher-training institutes and graduate fellowships carried over into EPDA from previous legislation (efforts that quickly failed).

These and other power/policy struggles, rapid turn-overs in the position of Commissioner of Education, and especially the growing momentum within the Office of Education for "school reform" led to a series of administrative reorganizations, with accompanying mass transfers of personnel. First came several new divisions within BEPD. Then came successive restructurings of the whole agency -- into the National Educational Renewal Center, the National Center for Improvement of Educational Systems (with geographical decentralization of program administration), and finally -- after Congress virtually killed EPDA because of reformist trends that exceeded legislative authority -- the much-diminished, care-taker Division of Educational Systems Development, which, along with Teacher Corps, is all that currently remains of EPDA.

In the course of planning for and administering EPDA, the Office of Education developed a number of strategies that were designed to enhance the effectiveness of its programs, many of them progressively innovative and worthy of continuing emulation in the profession. Especially notable among these strategies were: (1) emphasis on "critical shortages", which belied the frequent but unjust criticism that EPDA was aggravating the general surplus of teachers that developed soon after the Act was passed; (2) "parity" among local educational agencies, institutions of higher education and community representatives in the conduct of local projects; (3) "multiplier effect" approaches that sought to maximize the scope of EPDA's influence; (4) "leavening effect" through bringing low-income and minority-group persons into program operations; (5) "community involvement" in school affairs, including budgetary control by the local school-community council in the case of one national EPDA program; (6) "site concentration" to maximize the impact of local projects; (7) "institutional reform" to make teacher education programs more functional; (8) "involvement of professional associations", which was never effective because most of them opposed EPDA's reformist thrust; (9) the "leadership training institute", a panel of lay and professional leaders organized around each EPDA program, designed to monitor its development and provide technical assistance to directors of the national program and its local projects; and (10) the strategy of "educational renewal", which led to the down-fall of EDPA.

On the premises that major school reform is necessary for the optimum development of young people and that such reform must come from school and community people at the local level, the managers of EPDA projected the establishment of approximately 200 "educational renewal" sites across the country, designed to foster continuous school reform in the context of identified local needs. Funds from several legislative authorities were to be consolidated in order to finance this comprehensive effort toward educational reform, and this is what proved to be the un-doing of EPDA. A Democratic Congress already at odds with a Republican Administration over alleged executive incursions into the legislative domain was provoked by these unauthorized consolidations into so amending EPDA, in 1974, that the demise of its programs within two years was assured -- except for Teacher Corps.

During eight years of operations under EPDA, FY 1969-1976, the Office of Education developed some 26 national programs with nearly 3,000 local projects, involving the participation of more than 300,000 persons. The total cost of the programs approximated $800,000,000.

The nature and scope of these programs for the development of educational personnel are suggested by the following, somewhat arbitrary and overlapping, classification of the programs by their predominating purposes.

A. Programs to Improve Educational Personnel Generally:

- Basic Studies Program
- Training of Teacher Trainers Program
- Protocol and Training Materials Program
- Competency-Based Education Program
- School Personnel Utilization Program
- Training Complexes (forerunner of the Teacher Centers Program)
- Teacher Centers Program

B. Programs to Improve Education for the Disadvantaged:

- Career Opportunities Program
- Urban/Rural School Development Program
- Targeting Resources on the Educational Needs of the Disadvantaged Program
- Teacher Corps

C. Programs to Meet Other Critical Personnel Needs:

- Early Childhood Education Program
- Exceptional Children Program
- New Careers in Education Program
- State Grants Program (to attract and qualify personnel to meet critical teacher shortages)
- Pupil Personnel Services Program
- Vocational Education Program (general personnel training)
- Bilingual Education Program
- Indian Teacher Education Program
- Volunteers in Education Program
- Teacher Training in Developing Institutions Program
- Media Specialists Program

D. Programs to Develop Educational Leadership:

- Vocational Education Leadership Development Program
- Educational Leadership Program
- Fellowships for the Management of Educational Change Program
- Project Open

In addition to these 26 national programs, EPDA funds were used to support several non-EPDA programs in the Office of Education, and also a number of innovative "special projects". Two of the latter were funded at approximately $1,000,000 each.

The efforts the Office of Education devoted to the development of programs and projects were not paralleled by sufficiently serious efforts to evaluate them. Many evaluations were conducted, and some of them provided good descriptions and appraisals of program processes. However, extremely few of them yielded comprehensive and systematic evidence on program outcomes, in terms of changes in teacher behaviors and/or student learning.

The EPDA experience suggests a number of "lessons" to be learned regarding Federal policy in the furtherance of educational personnel development. They relate to mission, management and program development, relations between the Office of Education and Congress, and Federal legislation. The EPDA experience also suggests a modest project that Congress might well undertake to help coalesce and strengthen the widespread movement now developing for needed reform in American education -- a Federal Inquiry on the Nation's Schools.

I. INTRODUCTION

The crescendo of concern over inadequacies in the nation's schools reached its highest level as part of the social ferment of the 1960's. That concern strongly abides today among both professionals and laymen, and tends increasingly to focus on the quality of performance of teachers and of other educational personnel. There the focus will probably remain, for there is no way to make schooling more truly educative other than by improving the effectiveness of those who guide the learning of young people.

The programs developed by the United States Office of Education (OE) under authority of the Education Professions Development Act (EPDA) were addressed to the goal of improving the quality of instruction in our schools. Over a period of nine years, mainly 1969 to 1974, many scores of innovative approaches to this goal were tried out in hundreds of state and local school systems and institutions of higher education, involving many thousands of teachers and related personnel, all to the end of enhancing the academic performance of children through improving the professional performance of their mentors.

The EDPA represents, by far, the most comprehensive effort the Federal Government has ever made in the field of "teacher education"; and it deserves careful review and analysis. The accumulated experience of this effort can provide helpful guidance not only to subsequent Federal intervention in this area, but also to the continuing and more general development of the profession of education.

Purpose and Scope

The general purpose of this analysis is to describe and interpret what the Office of Education did to achieve the purposes mandated by Congress in the Education Professions Development Act, but a caveat is in order. An OE official deeply involved with EPDA admonished me at the outset that "much too much happened for you to tell the whole story. No way! If you grasp ten percent of it, you'll do very well". After poring over a vast accumulation of documents and talking to a lot of people, I understand what he meant.

The structured interactions among hundreds of EPDA project staff members and participants over the nine years add up to an enormous and complex body of experience. Any attempt to trace all of its many and varied facets would prove futile; even if successful, it would so clutter the canvas with trees that the forest could hardly be seen.

Moreover, it became evident as this study progressed that there are important gaps in the written and oral record available to the investigator. Thus, rather than to "tell the whole story", this analysis undertakes, selectively, to describe and interpret the main lines of development of EPDA.

It should be noted, further, that there are parts of the EPDA story for which the record is clear but which I choose not to relate in detail. They concern the truly outstanding accomplishments of a number of key leaders and details of bitter conflicts and power struggles among some of them -- all important in the life of the agency administering EPDA, but not essential to the broad purpose of this analysis. Emphasis is on what the agency did and why; only to the extent necessary is there attention to the roles of individuals.

Within these constraints, the study undertakes to do four things:

1. To define the intent of Congress in authorizing EPDA;

2. To outline and explain the administrative structures and main strategies through which OE sought to carry out the purposes of the Act;

3. To describe the EPDA programs developed and their cost; and

4. To extract from the EPDA experience those "lessons" of most importance to the Federal government and the profession at large.

Effort to "evaluate" EPDA is pointedly omitted from this statement of scope; it is not part of the assigned mission. Moreover, the basis for an objective, overall appraisal simply does not exist, a fact to which some attention is given in the analysis.

Although the main effort of the study is to describe and interpret, some value judgments are expressed from time to time. They reflect not only the data at hand, but also, perforce, the biases that came with the investigator to this project.

Sources

The analysis is based on information and insights gathered from several sets of sources.

First is the text of the original Education Professions Development Act (Appendix A), together with related Congressional debates and reports and subsequent amendments. These constitute the main basis of Section II of the report.

Second are thousands of mostly unpublished documents in the files of the Office of Education -- letters, memoranda, mission statements, "think pieces", planning documents, organizational charts, speeches, reports, bulletins, and much more. This set of materials constitutes the main basis for Section III of the report, and is reflected in all other sections.

Third are interviews with a number of people closely associated with EPDA developments (Appendix B). Most of them are (or were) OE staff members; several have had other relationships with the program. Information and insights gained from these interviews are reflected in all parts of the report.

Fourth are scores of books, pamphlets, reports and other published materials relating to EPDA (See Bibliography).

Fifth are nearly two dozen comprehensive reports on the several programs developed under EPDA. (Appendix C). These analyses were commissioned by OE specifically for use in this overall report, and they constitute the main basis for Sections IV and V.

It should be noted that the investigator did not examine what is probably the most complete set of materials on EPDA, located in the Lyndon B. Johnson Memorial Library at the University of Texas. They are known to duplicate in large measure the materials available through the Office of Education, which seemed to suffice for the purposes of this study.

Citations of sources are here used somewhat sparingly. They are restricted, for the most part, to direct quotations and selected facts and judgments that seem to require documentation.

II. THE INTENT OF CONGRESS

The Education Professions Development Act[1] was adopted by Congress in 1967 as an amendment and extension of Title V of the Higher Education Act of 1965. It consolidated, with some modifications, several personnel training programs previously supported with Federal funds, and also granted broad authority for the development of new programs.

What Congress intended to accomplish through this Act may be interpreted on the basis of a brief review of antecedent educational legislation during the 1950's and 1960's, the origin and passage of EPDA, and its main provisions.

Legislative Antecedents

The first major Federal initiative in the field of education since passage of the Smith-Hughes Act of 1917, in support of vocational education, came with adoption of the National Education Defense Act of 1958 (NDEA). Reacting mainly to concern for the nation's security aroused by the 1957 appearance of the Soviet space satellite Sputnik, Congress defined NDEA as "AN ACT TO strengthen the national defense and to encourage and assist in the expansion and improvement of educational programs to meet critical national needs; and for other purposes". It was the first major Federal legislation providing for the preparation of educational personnel.

NDEA and its amendments (in 1963 and 1964) provided, among other things, Federal support for advanced training of teachers of modern foreign languages, school counseling and guidance personnel, and teachers of English as a second language and teachers of disadvantaged youth. Grants to institutions of higher education to conduct training programs and stipends to individual students and trainees were authorized for these purposes. This Act marked an important breakthrough in the field of Federal aid to education, and some of its personnel training provisions were continued and extended in subsequent legislation, including EPDA.

The comprehensive Elementary and Secondary Education Act of 1965 (ESEA) represented the landmark legislative achievement in Federal assistance to pre-collegiate education, both public and private. Moreover, its massively-supported Title I defined a major emphasis on the improvement of education for impoverished and otherwise disadvantaged young people that is strongly echoed in subsequent educational legislation. This is also true of its Title VII, which authorized support for programs of bilingual education and the training of relevant personnel. Although minimally addressed to the development of educational personnel, ESEA is an important antecedent of EPDA; it highlighed the pressing need to improve educational opportunities for children of the poor and the corresponding need for qualified personnel.

The Higher Education Act of 1965 (HEA) is the direct forebear of EPDA, which came as an amendment to HEA Title V. Among other things, it authorized the establishment of an Advisory Council on Quality Teacher Preparation, which was never appointed but reappeared two years later in provisions for a National Advisory Council on Education Professions Development. It provided for the National Teachers Corps, which was continued as "Teacher Corps" in the 1967 legislation. It authorized support for fellowships and institutes for the preparation of educational personnel, which were broadened and extended in EPDA. And it reflected in several of its provisions a concern for the improvement of education for depressed-area children, which became a major emphasis in EPDA.

These three acts -- NDEA (1958), ESEA (1965), and especially HEA (1965) -- constitute the most immediate legislative background of EPDA, and their general purposes and specific provisions are clearly relevant to the intent of Congress in passing the 1967 legislation with which this analysis deals.

The social contexts in which these antecedent acts were passed throw further light on their purposes and those of their EPDA sequel. NDEA came at a high point in the cold-war rivalry of our country and the Soviet Union, and its emphasis on advanced study in mathematics, the sciences and modern foreign languages was designed to strengthen our country's defenses, both materially and diplomatically. But by the time of its 1963 and 1974 amendments, together with the passage of the two 1965 acts, other powerful social influences were at work. Foremost among them was the mounting public demand for school improvement, especially (but by no means solely) in institutions serving children of the poor. It was paralleled by widespread unrest and disruption among students in high schools and colleges. Also burgeoning were militant struggles for school desegregation and the broader civil-rights movement, which sparked the Civil Rights Law of 1964. And in the case of EPDA, there was also the impetus of what was perceived at the time as a growing teacher shortage. This misperception and others related to it would lead, by 1976, to the end of EPDA.

The major educational initiatives of the Federal Government during the 1960's -- like other thrusts of President Johnson's "Great Society" -- were in large measure designed to cope with conditions dramatized by these and related social pressures. They are an important part of the background that helped shape Congressional intent in adopting EPDA.

Passage of The Act

The bill that came to be adopted as the Education Professions Development Act was drafted by a Task Force on Educational Manpower, appointed in 1966 by Commissioner Harold Howe II.[2] He, like some members of Congress, was concerned about where the nation's schools could get the quantity and quality of personnel required to develop the big Federal programs authorized by recent legislation, especially ESEA.

There was need, the Task Force felt, for a Federal educational authority to define the national interest in the area of personnel development, to assess personnel needs periodically, and to support the development of whatever training programs that might be required to serve identified needs -- something in the field of education that would be comparable to the more general Manpower Development and Training Act of 1962. A special problem recognized by the Task Force was posed by the highly categorical nature of training programs already authorized, especially the graduate fellowships and the teacher training institutes. They were largely inflexible, and afforded little opportunity for creative approaches to new problems. Thus, although the bill they drafted incorporated those programs, it also provided for broad, discretionary authority to respond to "new" needs that may emerge from time to time.[3]

Congress passed the bill essentially as it was drafted by the Task Force, and with but little debate, especially in the Senate. The haste was dictated by concern over the National Teacher Corps, which had strong support in Congress and the authority for which extended only through June 30, 1967.

After extended hearings in the House, consisting largely of debate over the Teacher Corps provisions, the bill was passed on June 27 by a vote of 311 to 88. After hearings of less than two hours in the Senate, the bill adopted by the House was passed on June 28 by a vote of 56 to 25 -- without amendments, thus to avoid the delay a House-Senate Conference would entail. President Johnson signed the bill into law on June 29, thus rescuing Teacher Corps from imminent demise.

Reacting to the pressure for haste in adopting the bill, Senator Dominick complained that

> the Senate is in fact being forced to ransom the Teacher Corps . . . by enacting, without committee deliberation and without amendment the $775 million of new obligational authority contained in the education professions development program as a legislative companion of The Teacher Corps.[4]

He was not alone in expressing such resentment; and his point about EPDA being piggy-backed through on Teacher Corps was, of course, largely valid.

Scope and General Purpose of the Act

Any statement of the "intent of Congress" in passing EPDA, as with most other legislation, tends to obscure important differences in interests and priorities among even those members voting with the majority. Nevertheless, the provisions they adopted must be accepted as the main expression of Congressional intent.

The Act, including subsequent amendments, is organized in six parts, with a total of 29 sections. Its scope is evident from the titles of major parts and selected sections.[5]

PART A - GENERAL PROVISIONS

Sec. 501. Statement of Purpose
Sec. 502. National Advisory Council on Education Professions Development
Sec. 503. Appraising Education Personnel Needs
Sec. 504. Attracting Qualified Persons to the Field of Education

PART B - ATTRACTING AND QUALIFYING TEACHERS

Subpart 1 - Teacher Corps

Subpart 2 - Attracting and Qualifying Teachers to Meet Critical Teacher Shortages

PART C - FELLOWSHIPS FOR TEACHERS AND RELATED EDUCATIONAL PERSONNEL

Sec. 522. Fellowships Authorized
Sec. 524. Approval of Programs; Grants

PART D - IMPROVING TRAINING OPPORTUNITIES FOR PERSONNEL SERVING IN PROGRAMS OF EDUCATION OTHER THAN HIGHER EDUCATION

Sec. 531. Advanced Training and Retraining
Sec. 532. Teachers for Indian Children

PART E - TRAINING PROGRAMS FOR HIGHER EDUCATION PERSONNEL

Sec. 541. Programs and Projects
Sec. 542. Stipends

PART F - TRAINING AND DEVELOPMENT PROGRAMS FOR VOCATIONAL EDUCATION PERSONNEL

Sec. 552. Leadership Development Awards
Sec. 553. Exchange Programs, Institutes, and In-Service Education for Vocational-Education Teachers, Supervisors, Coordinators, and Administrators
Sec. 554. Familiarizing Teachers with New Curricular Materials

It is clear that Congress intended to provide for a truly comprehensive approach to the attraction and development of preservice and inservice personnel on all educational levels. This is made explicit in the Act's "Statement of Purpose":

> The purpose of this title is to improve the quality of teaching and to help meet critical shortages of adequately trained educational personnel by (1) developing information on the actual needs for educational personnel, both present and long range; (2) providing a broad range of high quality training and retraining opportunities, responsive to changing manpower needs; (3) attracting a greater number of qualified persons into the teaching profession; (4) attracting persons who can stimulate creativity in the arts and other skills to undertake short-term or long-term

assignments in education; and (5) helping to make educational personnel training programs more responsive to the needs of schools and colleges.

It is important to note that, along with the attraction and training of individual teachers and related personnel, there is the expressed intent also to improve training programs -- to make them "more responsive" to needs.

The Specific Intent of Congress

The overall intent of Congress in passing EPDA is effectively summarized in the "Statement of Purpose" quoted above. Further insights into more specific intentions are provided by analysis of the several sections of the Act, and especially the (practically identical) reports of the House and Senate committees that handled the EPDA bill.[6] Also helpful is the record of relevant discussions on the floor of both houses.

On the basis of an analysis of the several sections of the Act and the consideration given to them in the House and Senate, the specific intent of Congress in passing EPDA may be summarized -- and documented -- as follows.

1. To help meet the acute quantitative shortage of teachers on all educational levels.

At the time EPDA was being considered by Congress, there was perceived to be a shortage of teachers, widely publicized in the press[7] and emphasized in testimony before the House and Senate. Thus, the House report (June, 1967) notes that, despite the many thousands of persons prepared for teaching in Federally-supported programs:

> . . . the critical need for teachers continues. According to at least one nation-wide survey, the need is more acute this year than it was last year. To meet this critical demand, many thousands of teachers and other educational personnel are needed at all levels. Testimony presented to the committee indicates that by 1975, 900,000 new secondary teachers and 925,000 new kindergarten and elementary teachers may be needed. (P.2)

Further:

> In its hearings in several cities . . . , the Special Subcommittee on Education became keenly aware of the critical, even emergency, nature of the shortage of elementary and secondary school teachers . . . While the shortage seemed most acute in the depressed urban areas, other school systems as well experienced substantial difficulties in filling positions for the 1966-67 academic year. (Pp. 6-7)

Similar emphasis occurs at many points in the report, and the record of floor discussions is replete with references to the "critical" and "desperate" and "severe" shortage of teachers on all levels.[8]

This specific intent of Congress to help meet the shortage of educational personnel is written into several provisions of the Act, notably in its:

statement of general purpose (Sec. 501);

authorization of grants to state and local school systems, institutions of higher education and other agencies for the purpose of "identifying" and "encouraging" various categories of persons to enter or reenter the field of education, and for "publicizing available opportunities for careers" in the field (Sec. 504);

mandate to Teacher Corps to strengthen educational opportunities for children from low-income families by "attracting and training" personnel, and by "supporting demonstration projects for retaining experienced teachers and teacher aides . . ." (Sec. 511); and

authorization of grants to states for the purpose of enabling them "to support the efforts of local communities experiencing critical teacher shortages, or the efforts of state educational agencies" to "attract" and to train "persons otherwise engaged", including teacher aides, volunteers, and tutors (Sec. 518).

Thus, it is clear that Congress intended for EPDA to help relieve the overall quantitative shortage of teachers, which the Senate Committee report said resulted from "new positions created by additional Federal funds for improved school programs, increased enrollment, additional curriculum offers, and more teachers not returning to their jobs."[9]

It should be noted, however, that by the time EPDA became operative in 1969,[10] the overall teacher shortage had disappeared, and there was concern over a developing "surplus" of teachers. A special NEA report estimated that although critical shortages continued in several areas, there would be an oversupply of 16,000 elementary school teachers and 22,000 secondary school teachers in the fall of 1969.[11] This developing oversupply of teachers continued.

2. To help meet initial shortages of educational personnel in specific areas on all levels.

The shortage of teachers evident in 1967 was especially acute in certain curriculum areas, and these "critical shortages" continued for some years. As identified by the NEA report of 1969, they included the field of special education for the handicapped, mathematics, vocational education, natural and physical sciences, women's physical education, and instruction of the educationally disadvantaged.[12]

The House Committee report (and the corresponding Senate Committee report) gives pointed attention to some of these special needs, notably for teachers of disadvantaged children (pp. 5,6,8,9), teacher aides (pp. 7,11,17), vocational education (p.11), preschool and adult education (pp. 8-9,18), child development (p. 18), and television and radio instruction (p. 18).

Concern for all of these areas of critical shortage -- especially regarding qualified teachers for children of the poor -- are echoed in various parts of the Act, which also provides for training programs and projects for the preparation of personnel for the gifted, the handicapped, school administration, "children of limited English-speaking ability", and others (Sec. 531). Special sections of the Act emphasize the development of personnel to work with the children of migratory agricultural workers (Sec. 517A) and Indian children (Sec. 532), and in the field of vocational education (Sec. 551-554).

It seems clear that, in addition to helping to meet the supposed overall shortage of teachers, Congress intended for EPDA to focus on the development of personnel to meet critical needs in certain specified areas, especially in the education of children in depressed-area urban and rural schools. This latter emphasis occurs at several points in discussions on the floor.[13]

3. To enhance the effectiveness of institutional programs of teacher education as an approach to improving the quality of instruction in schools.

The intent "to improve the quality of teaching" is stated at the outset as a purpose of the Act, and it is implied in most of its provisions; but the resolve to do this through upgrading training programs (which are conducted mainly in institutions of higher education) adds a special dimension to this intent.

The House Committee report states this special purpose at only one point -- in characterizing Teacher Corps as an effective instrument, not only in strengthening educational opportunities for disadvantaged children, "but also in broadening and improving teacher preparation programs" (P.6). Similarly, during discussion on the floor, Representative Brademas asserted that the fellowship program for prospective and experienced teachers "was intended as a major, unified effort to improve teacher education."[14] In discussing the Teacher Corps, Representative Steiger expressed this intent even more emphatically:

> . . . we are talking about redirecting and redesigning the teacher training system in this country . . .[15]

There was no challenge to this idea on the floor of either the House or Senate.

The Act, itself, is clear on the intent to improve institutional programs of teacher education. The stated purpose of the fellowship program of Part C, for example, includes "developing or strengthening programs for the education of teachers and related educational personnel in institutions of higher education" (Sec. 521). The advanced training and retraining provisions of Part D authorize programs and projects, including inter-institutional arrangements:

> for improvement of undergraduate programs for preparing educational personnel, including design, development and evaluation of exemplary undergraduate training programs, introduction of high quality and more effective curricula and curricular materials, and

> the provision of increased opportunities for practical teaching experience for prospective teachers in elementary and secondary schools . . . (Sec. 531).

The expressed purpose of the Teacher Corps as authorized in Part B-1, in addition to strengthening "the educational opportunities available to children in areas having concentrations of low-income families," is also

> to encourage colleges and universities to broaden their programs of teacher preparation and to encourage institutions of higher education and local educational agencies to improve programs of training and retraining for teachers and teacher aides . . . (Sec. 511)

Finally, the general "Statement of Purpose" calls for "helping to make educational personnel training programs more responsive to the needs of the schools and colleges". (Sec. 501)

It should be noted that this emphasis on improving programs of teacher education goes beyond the intent of the antecedent fellowship programs under NDEA Title IX, which was simply to prepare teachers. Here Congress is authorizing grants to colleges and universities for the added purpose of having these institutions reform their own teacher-education programs.

4. To establish Teacher Corps as a unit with the Office of Education, but without control over operations at the local level.

The House Committee report supported continuation of the program of the National Teacher Corps, but recommended renaming the agency "Teacher Corps". It also proposed restricting responsibility for the direct recruitment, selection and enrollment of Teacher Corps members to local educational agencies and institutions of higher education, thus transferring this authority from the Commissioner of Education. It proposed, further, to limit the Federal share of compensation for Corps members to 90 percent (in contrast to the previous 100 percent), and to require the state educational agency's approval of a local agency's request for Corps members and of arrangements for their training. Moreover, it recommended authority for Teacher Corps members to be assigned to work with migrant children not in a regular school, and also with children in schools operated by the Bureau of Indian Affairs. The intent of these and related amendments was to define the Teacher Corps as "a local program designed and carried out by local authorities to meet local needs." (Pp. 5-6)

As previously noted, debate over whether to establish the Teacher Corps dominated discussion of the EPDA bill in both houses of Congress, but this main issue was decisively settled when the House voted, 62 to 108, to defeat Mr. Gurney's amendment "to strike" The Teacher Corps provisions.[16]

Discussions on the floor of the House and Senate strongly supported making Teacher Corps operations subject to local control. Representative Quie, for example, noted with approval that under the revised bill: "The Commissioner cannot tell a local educational agency or an institution of higher learning, who they can recruit, select or enroll in their intern training program".[17] Similarly, Senator Prouty emphasized that

> Many of the controversial parts of the so-called National Teacher Corps have been done away with, but the very essential parts have been kept. There is now local control. It is no longer known as a National Teachers Corps but is known as a Teachers Corps. It is locally recruited, locally trained, locally organized, and locally employed.[18]

Senator Kennedy noted that the new restriction on the Teacher Corps "is consonant with our long-established tradition of local school boards making their own policies", but expressed the "hope that this will not be interpreted to forestall the services of Teachers Corps members in districts far from their homes." [19]

The Act incorporates the changes here noted, and authorizes the establishment of a Teacher Corps in the Office of Education, to "be headed by a Director . . . and a Deputy Director", who "shall perform such duties as are delegated to them by the Commissioner" -- except that such delegations of functions shall be only to the Director, and shall be restricted to those authorized under Part B-1 of the Act. (Sec. 512)

Thus, it is clear that Congress intended for Teacher Corps, divested of control over local operations, to be established as an organizational entity within the Office of Education, subject to the authority of the Commissioner.

5. To broaden and continue the existing programs of graduate fellowships and teacher-training institutes at current or higher levels of support.

The House Committee report proposed that EPDA broaden the fellowship program, previously authorized under HEA Title IV-C, to include "persons who are teaching in preschool and adult education programs or teaching or planning to teach vocational education either in secondary schools or post-secondary institutions" (p. 8); and also "to liberalize the program so as to permit the funding of projects to develop or strengthen graduate programs when such assistance will help to qualify the program as an approved program for fellowships." (p. 9) The Senate Committee report also asserted that "it is the committee's belief that the fellowship program requires broadening..." (P. 29)

Concerning the advanced training institutes previously supported under NDEA Title XI, the Report noted that programs were limited to "certain categories of educational personnel," that they were not available to local or state educational agencies, and that "Federal support is not authorized for pre-service or in-service training programs." It proposed to correct these limitations in a "more flexible" and "non-categorical" program. (Pp. 9-10)

In recommending relevant changes, however, the Report made it clear that "The Committee wishes to encourage increased support of regular session institutes." (P. 10) It also called attention to the Commissioner's testimony during hearings "that the deletion of categorical limitations would not result in the reduction of support of institutes for the categories of educational personnel" previously specified, and added: "The Committee does not intend that there be any reduction." (P. 11)

During consideration of the bill on the floor of the House, there was practically no discussion of the program of training institutes; only Representative Brademas gave pointed attention to the broadened fellowships program, which he approved.[20] Similarly, there was hardly any substantive discussion of either the fellowships or institutes program on the floor of the Senate, except, perhaps, the general approval expressed by Senator Morse.[21]

The Act specifically authorizes graduate fellowship programs (Part C) and short-term or regular-session institutes for preservice and inservice personnel (Part D, Sec. 531). In the light of relevant sections of the committee reports in both houses, it is quite clear that Congress intended for EPDA to sustain these programs -- certainly the institutes program -- at least at their current levels of support.

6. To give considerable discretionary authority to the Office of Education in the development of training programs for educational personnel.

The House Committee Report specifically stated that Part D of EPDA -- "Improving Training Opportunities for Personnel serving in Programs of Education Other Than Higher Education" -- "would be noncategorical". (9); "The Committee has accepted the proposition that a noncategorical program will be a more effective one because of the flexibility provided therein". (P. 10)[22]

Strong opposition to such discretionary authority was expressed by four representatives in an addendum to the House Committee Report -- "Minority Views on H. R. 10943". This statement says of the EPDA bill, in part:

> In our judgment, it represents a wholly unnecessary expansion of Federal power in the preparation of teachers and in the whole field of teacher education . . . unlimited descretion will again lodge in the hands of Commissioner Howe . . . . (Part D) expands the NDEA program for teacher institutes to cover all kinds of training for virtually every kind of personnel found in elementary and secondary schools, including (if the Commissioner chooses) the school janitor . . . . In short, the Commissioner can fund almost any type of training for anybody in the schools. (Pp. 44-5)

Also reacting against the broad authority provided by Part D, Representative Steiger, offered an amendment designed "to provide some congressional direction to the Commissioner of Education to keep this program sharply and overwhelmingly focused upon the training needs of teachers and other school personnel." [23] Representative Green expressed "agreement" with his view that priorities should be set among the programs available for support under Part D, but asked that the amendment be withheld until "a later time after we have had a report from the Advisory Council."[24] There was hardly any further discussion of the discretionary authority of Part D on the floor of either the House or Senate.

As adopted and revised, this part of the Act lists the following twelve areas in which personnel training programs and projects "may" be supported (Sec. 531):

for "any subject generally taught in the schools"
for guidance and counseling
for teacher aides and other non-professionals
for children of preschool age
for special needs of the disadvantaged
for special needs of the gifted
for special education for the handicapped
for children of limited English-speaking ability
for school administrators
to prepare "artists, craftsmen, scientists, artisans, or persons from other professions or vocations" for short-term or long-term service in schools
for the improvement of undergraduate programs for preparing educational personnel
for migratory children of migratory workers

The scope is broad and open-ended; and use of the permissive "may" left OE free to choose among them or to develop training programs in areas not listed. Wide discretionary authority was clearly intended.

7. To obtain reliable information and advice for Federal policy-making in the area of educational personnel development.

This intent is reflected in two related recommendations of the House Committee Report. One is to establish a National Advisory Council on Education Professions Development, appointed by the President, independent of HEW, and charged with responsibility to "review all Federal agency programs providing support of training opportunities for educational personnel and make recommendations thereon." The other is to require "The Commissioner of Education to appraise education manpower needs annually and report his findings," being sure to consult with State educational agencies in this endeavor. (Pp. 3-4)

There was no substantial discussion of these proposals on the floor of either house, and they are incorporated in the Act as Sections 502 and 503.

8. To provide a very substantial level of funding for EPDA programs.

The Committee reports specify the amounts authorized for the several parts of the bill during the first three years; and, except in challenges to The Teacher Corps provisions, they were discussed only in passing during consideration on the floor.

As adopted in 1967, EPDA included these authorizations for funding (expressed in millions of dollars):[25]

		FY 68	FY 69	FY 70
Sec. 502.	Advisory Council	.1	.2	.2
Sec. 504.	Attracting Qualified Persons	-	2.5	5.0
Part B-1.	Teacher Corps	33.0	46.0	56.0
Part B-2.	State Grants	-	50.0	65.0
Sec. 522.	Teacher Fellowships	-	195.0	240.0
Sec. 532.	Improving Training Opportunities	-	70.0	90.0
Sec. 543.	Higher Education Programs	-	21.5	36.0
	Total	33.1	385.2	492.2

Total authorizations of the Act several years later, after a series of amendments, amounted to the following:[26]

FY 73 - $200,000,000
FY 74 - $300,000,000
FY 75 - $450,000,000

It should be noted that "authorizations" may express intent, but they are not the same as "appropriations", and that the actual funding of EPDA programs never approximated the amounts shown above.

9. To assure an equitable distribution of EPDA services among the states, with restrictions in specified areas.

This intent was noted in Committee reports on the EPDA bill, and generally commented upon with approval during discussion on the floor.

There follows a summary of distribution specifications included in the amended Act at the end of 1974.[27]

Teacher Corps (Sec. 513)
5 per cent maximum of enrollees to Puerto Rico, Virgin Islands, Guam, American Samoa, and Trust Territory of the Pacific Islands.

5 per cent maximum of enrollees to schools for Indian children.

The remainder of enrollees "shall be" allocated among the states in proportion to enrollments.

State Grants (Sec. 519)
3 per cent maximum of total funds to the outlying areas listed above, plus Canal Zone.

From the remainder, the Commissioner "shall apportion" $100,000 to each state, and the balance among the states in proportion to enrollments.

Fellowships (Sec. 531)
The Commissioner "shall allocate" fellowships so as to provide an "equitable distribution" among the states, on the basis of population aged 3 to 17 and undergraduate enrollments.

Improving Training Opportunities (Part D, Secs. 532 and 533)
5 per cent minimum of funds for teachers of Indian children.

The Commissioner "shall seek to achieve" an equitable geographical distribution of training opportunities among the states, on the basis of population aged 3 to 17.

Higher Education Programs (Sec. 552)
The Commissioner "shall apportion" leadership development awards equitably among the states, on such bases as enrollments in vocational education and the incidence of youth unemployment and school dropouts.

It is apparent that Congress intended for these restrictions to be mandatory for most EPDA programs, but the directive used in Section 533 -- "shall seek to achieve" -- leaves some area for discretion in the case of programs under Part D.

This analysis ignores many procedural and other details of the Act, and seeks to synthesize the intent of its many provisions. The nine specific purposes here emphasized comprehend the main substantive intent of Congress in passing the Education Professions Development Act.

Notes on Chapter II

1. Public Law 90-35, June 29, 1967 (subsequently amended in 1968, 1972, and 1974). See Appendix A.

2. Commissioner of Education, January 1966 to December 1968.

3. Interview, November 5, 1975., with Samuel Halperin, former Deputy Assistant Secretary for Legislation, Department of Health, Education and Welfare. Dr. Halperin is generally credited as the main author of the bill.

4. Congressional Record - Senate, Vol. 113, June 28, 1967, p. 9109.

5. This outline and the analysis that follows are based on A Compilation of Federal Education Laws (As Amended Through December 31, 1974), Joint Committee Print, 94th Congress, 1st Session, U. S. Government Printing Office, 1975, pp. 358-379.

6. Amending and Extending Title V of the Higher Education Act of 1965, Report of the Committee on Education and Labor, U. S. House of Representatives, 90th Congress, 1st Session, Report No. 373, June 20, 1967; and Amending and Extending Title V of the Higher Education Act of 1965, Report of the Committee on Labor and Public Welfare, U. S. Senate, 90th Congress, 1st Session, Report No. 363, June 27, 1967. All page citations are to the report of the House Committee, unless otherwise indicated.

7. For example: "New Look at Teacher Supply and Demand", NEA Research Bulletin, 44: 117-123, December, 1966.

8. See Congressional Record - House, op, cit., passim.

9. Senate Committee Report, op. cit., p. 27.

10. Except for advance planning, establishment of the National Advisory Council, and continuation of the Teacher Corps, which became effective immediately. See Public Law 90-35, op. cit., Sec. 9.

11. "Preliminary Report: Teacher Supply and Demand in Public Elementary and Secondary Schools, Fall 1969", National Education Association, Washington, D. C., 1969.

12. *Ibid*.

13. For example: *Congressional Record - Senate*, *op*. *cit*. pp. 9104-9106; and *Congressional Record - House*, *op*. *cit*., pp. 8054-8055, 8058, 8066.

14. *Congressional Record - House*, *op*. *cit*., p. 8060.

15. *Ibid*., p. 8064.

16. *Ibid*., p. 8068.

17. *Ibid*., p. 8056.

18. *Congressional Record - Senate*, *Op*. *cit*., p. 9108.

19. *Ibid*., p. 9106.

20. *Congressional Record - House*, *op*. *cit*., pp. 8059-8060.

21. *Congressional Record - Senate*, *op*. *cit*., p. 9106.

22. The Committee's insistence on no reduction of the institutes program is, of course, an intended limitation of such flexibility.

23. *Congressional Record - House*, *op*. *cit*., p. 8071.

24. *Ibid*.

25. Public Law 90-35, 1967, *op*. *cit*.

26. *A Compilation of Federal Education Laws*, *op*. *cit*. p. 358.

27. *Ibid*., passim. (Emphasis added)

III. MISSION, ORGANIZATION AND STRATEGIES

The main question to which this report is addressed is: What did the Office od Education do with the authority granted by provisions of The Education Professions Development Act, and why? The answer is enormously complex, involving ever-changing interrelations among perceived goals, organizational structures, strategies, program development, participating staff, supraordinate administrative authority, the Congress, professional organizations, state and local educational agencies, institutions of higher education, and, of course, available funds. The process of implementing EPDA was an integral, continuously developing whole; and any effort to analyze parts of it separately invites some degree of distortion, especially through abstraction from context and violation of temporal sequence.

Even so, such analysis is here attempted. Attention is given in this chapter to perceptions of mission, corresponding organizational forms, and main strategies. The several programs developed under EPDA are described in the following chapter. Unavoidably, the discussions of these "separate" topics interpenetrate.

Planning for EPDA

The passage of EPDA was greeted at the Office of Education with understandable enthusiasm. As expressed by one unidentified (but apparently early) staff memorandum:

> The EPDA . . . provides an unparalleled opportunity for the Federal Government to fund an enormous variety of training formats with a host of objectives on an impressive series of scales, affecting every level of the educational system from preschool through post-doctoral studies . . . . We urge the fullest possible exploitation of the Act's potential.[1]

Planning how to implement the Act was OE's main concern during the year following its passage;[2] and that necessarily involved, among other things, the definition of mission and goals, from which, presumably, structure and strategy and program would flow.

The initial planning process centered largely around the deliberations and reports of two groups and a conference. An overall Planning Coordination Committee was appointed by Commissioner Howe in September 1967, and asked to report by the following November 15. It was headed by Dwight W. Allen, soon to become Dean of The School of Education, University of Massachusetts; and it included a number of persons who were closely associated with him, all from outside the Office of Education. This Committee was also asked to prepare discussion papers for a National Planning Conference to be held in Washington on November 4 and 5, to which invitations were extended to "representatives from about 60 associations and organizations with interests in teacher education . . . and the National Advisory Council on Education Professions Development".[3] Also invited were representatives of state educational agencies, selected OE staff members, and others. There was also an Office of Education "Think-Group" headed by Russell Wood, a non-educator who had served in several OE administrative positions during the previous ten years. He was to become second-in-command of the Bureau of Educational Personnel Development, the agency subsequently established to administer EPDA. This group concentrated on problems of organizational form and strategy.

The ideas and proposals developed by these planning groups and the conference were supplemented by those of many OE task forces and of correspondents in a wide range of professional associations and institutions. They were shared for comments with related Federal agencies, and they were the subject of intense discussions within OE. In the course of this process, there were produced innumerable draft policy statements, proposals, plans and related memoranda, only a few of which are cited in this analysis to illustrate developments here treated in summary fashion.

Out of all these deliberations, which continued over a period of about two years, emerged the changing outlines of the EPDA design -- mission, structure, strategy and program. The focus at this point is on mission.

Mission

The report of the Planning Coordination Committee ("Allen Report") generalized that the intent of EPDA was "to meet the shortages of well qualified educational personnel at all levels of the American educational system, to improve the quality of teaching and learning, and to enhance the present status of the profession".[4] Current "major deficiencies in recruitment, training, retraining, and retention of educational personnel" was attributed to "(1) a lack of social relevance reflected in the means and ends of the educational system; (2) an absence of job description, role differentiation and opportunity for advancement for educational process for change -- a provision for keeping the educational system up to date and self-renewing".[5] The Commitee's "fundamental recommendation" was:

> All proposals funded under the Education Professions Development Act should include the following goals:
> (1) the development of new models
> (2) which are socially relevant and
> (3) which institutionalize the capacity to be self-renewing so relevance may be perpetuated.[6]

This broad recommendation of the "Allen Report" pretty well defines what came to be accepted as the general mission of EPDA -- innovation in the development of programs for the training and retraining of educational personnel, with emphasis on social needs and institutional reform. It is reflected, for example, in a memorandum on guidelines for proposals circulated in May, 1968, apparently written by Don Davies, OE Associate Commissioner, Educational Personnel Development.[7] The thrust of the memo is illustrated by these excerpts:

> THAT ONLY THOSE PROPOSALS SHOULD BE ENCOURAGED AND SUPPORTED WHICH MEET THE PRIORITIES AND GOALS ESTABLISHED BY THE OFFICE OF EDUCATION and which indicate an awareness of, and explicitly attempt to deal with, the more significant needs of the nation such as have been identified by The Kerner Report, the National Commission on Crime and Delinquency, the Report of the Civil Rights Commission and the Report of The Joint Commission on Mental Health, among other recent and similar documents . . .
>
> The training of educational personnel is only partially a matter of training individuals but is, perhaps more importantly, a matter of recreating the educational system so teacher and student alike can cooperate effectively . . .
>
> Education seems to represent the most important power structure of our generation . . . , and therefore higher education and the schools must bring into the power structure those groups formerly under-represented, groups such as Negroes, Indians, Spanish Americans . . .
>
> . . . nothing should prevent EPDA from being the key to a refocussed and revitalized educational system, one germane to the present and future needs of the nation's children.[8]

It should be noted that the "Allen Report's" emphasis on institutional reform in the training of educational personnel, which echoes Congressional intent (see pp. 19-21), is here supplemented by emphasis on social reform and comprehensive educational reform, on which PL 90-35 is silent.

The predominating emphasis of the Act is on the training of teachers to relieve what was perceived as an acute shortage.

The mission of EPDA to help "change the system" and involve community groups in the process of teacher education was elaborated upon by Davies in many staff memoranda and public statements during the early planning years and after the Bureau of Educational Personnel was established. Illustrative is his call in early 1970 for a radical shift from the certification-based system of preparing teachers:

> . . . reform will not be enough. Nothing short of a revolution will do. We can no longer afford to limit the preparation of teachers and other educational personnel to educational institutions. A new social mechanism is needed. Such a mechanism should involve, in addition to schools and colleges, the participation of social agencies and the community to be served by the personnel to be trained.[9]

Much this same goal orientation was expressed in recommendations by the Bureau of Educational Personnel Development (BEPD) in response to Commissioner Howe's request for recommendations on what should be OE's priority missions during FY69:

> 1. Changing "the system" at all levels in education . . . [with] special emphases . . . on the big city school system.
>
> 2. Equalizing educational opportunity (infancy through graduate school and adult education). Attacking, through education, the twin problems of racism and poverty . . .

> 3. Developing a national commitment to different and more relevant education at all levels . . .
>
> 4. Developing effective ways to recruit, train, retrain and utilize educational personnel at all levels. Institutional change should be the main focus . . .
>
> 5. Harnessing technology for educational purposes . . . develop attitudes and skills needed to use technology . . . for instructional purposes . . . and for the management of educational institutions.[10]

A somewhat more limited statement of mission -- but also emphasizing the goal of institutional reform -- was a 1968 formulation by Donald N. Bigelow, Director of OE's Division of College programs:

> While its purpose is to increase the quality and quantity of all types of educational personnel, its immediate focus is unmistakable: to continue the efforts made over the last ten years to foster maximum interaction among educational institutions and community agencies in order to bring about institutional change to improve the production of teachers -- the number one priority in American education.[11]

In still another statement of mission, about 1970, three major goals are listed as "the highest priorities of BEPD":

1. To improve the education of children in schools serving low-income families.
2. To improve the preparation of all personnel.
3. To meet critical shortages of school personnel.

This list of priorities, the statement explains, is influenced by "the almost insoluble condition of educational deprivation for children of low-income families, the continued production of personnel inadequate for the job to be done in the schools", and "the coming gross surplus of educational personnel".[12] In reference to goal #3 above, it should be noted that, whereas an overall surplus of teachers was developing by 1970, there remained critical shortages in a few teaching fields.

The repeated emphasis on improving educational opportunities for children of the poor was fully in accord with perspectives of the Department of Health, Education and Welfare (HEW), defined in a "Program Memorandum" in late 1968, setting forth "the objectives of the Department in the field of education . . . ":

> The Department has two main obligations in education. The first is to bring about equalization of opportunity . . . . The Federal Government must strive to assure that every person, regardless of his social or economic circumstance -- or of his race, language or ethnic background -- has the same opportunity as another person of similar ability to develop his talents, to equip himself for life, through education; and the Federal government may not rest from this effort until it is shown that, as best as we can measure, race and poverty and social class are no longer distinguishable obstacles to our citizens' educational development.[13]

(The second Federal function defined in this memorandum is "to foster Research and development -- to expand our fund of knowledge and improve our educational system".)

The orientation reflected in these statements of EDPA's mission are also consistent with the overall "Office of Education Goals" formulated in the fall of 1969 by James E. Allen, Jr., who succeeded Harold Howe II as Commissioner of education.

1. The development of a nationwide strategy for maintaining a continuing process of improvement and relevance in American education . . .
2. The elimination of failures with respect to the education of the disadvantaged -- those who suffer from lack of motivation, physical and mental handicaps, discrimination, poverty and other environmental deficiencies . . .
3. The provision of adequate human, material and financial resources and their more effective distribution in relation to educational need . . .

His concluding statement echoes the recurring theme of reform:

> These broad goals form, I believe, a framework within which the leadership of the Office of Education can be most effectively exercised to bring about the acceleration of educational reform so obviously required in the decade ahead.[14]

From these and related documents three major themes emerge as OE's early perception of its mission in implementing EPDA. The first was to help increase the quantity and improve the quality of personnel on all educational levels, especially in areas of critical shortage. The second was to improve the educational opportunities available to children of the poor and other disadvantaged groups. The third was to reform the prevailing system of preparing educational personnel, and also the manner in which they are used in the schools -- to "change the system". Moreover, this perception of mission appeared to have the support of the Commissioner of Education and, at least in part, that of the Department of Health, Education and Welfare.

The priority given to improving educational personnel and the educational opportunities of disadvantaged young people appears never to have been in dispute with OE, but this was not the case with the emphases given to institutional reform. Although this mission persisted throughout the EPDA experience, its propriety was frequently questioned.

To cite one example: In February 1968, Joseph Froomkin, Assistant Commissioner for Program Planning and Evaluation, posed the question:

> Should EPDA efforts be directed to training certain types of educational personnel or should it be used to reshape the character of the training or of the schools of education themselves?[15]

A seemingly cautious answer was given by Gerald W. Elbers, Deputy Director of EPDA, Division of Assessment and Coordination:

> It should not be an either/or question. We are going to award fellowships and conduct institutes for the purpose of meeting shortages and upgrading the qualifications of educational personnel. The Act makes that clear. We are also going to make grants to graduate schools to improve their education training programs. The question, then, should be re-phrased, e. g., should particular attention be given to project support directed at reshaping the character of the training or of the schools of education themselves? The question should concern the matter of emphasis.[16]

Elbers was more fortright on the question in a subsequent memorandum interpreting three programs developed under EPDA:

> In addition to attempting to improve the education of children in low-income families, these three programs also aim at bringing about institutional change. The change sought is not only in the teacher training institution itself but in the school system which employs and uses teachers.[17]

The most important differences over this issue of institutional reform became evident not in theoretical discussions of mission, but (as is subsequently explained) in the course of such more practical considerations as organizational structure, strategies, and allocation of funds. As Davies recalled after leaving OE:

> Some saw the same program as primarily an aid to meeting the teacher shortage. Others emphasized the objective of encouraging institutional change in colleges and schools. Some looked to the legislation as a means of expanding and strengthening existing programs, such as the prospective teacher fellowships or the

> institutes for teachers. Some expected that the bill would concentrate on problems of poverty-area schools, others hoped it would be all-encompassing. Many emphasized training opportunities for individuals; others emphasized institutional change . . . 18

Davies' own position, of course, was quite clear. He strongly advocated the use of EPDA authority to promote and institutionalize educational reform, not only of the teacher education programs in colleges and universities, but also of the schools.

It is relevant to note that, also in retrospect, the chief author of the EPDA bill, Halperin, denied the validity of this orientation:

> School reform was not EPDA's purpose . . . I never heard the idea that EPDA was for school reform -- on the Hill, in the administration, or in professional associations. The purpose was training.

When reminded that the Act's "Statement of Purpose" included: "5. helping to make educational personnel training programs more responsive to the needs of the schools and colleges", he explained: "That meant reform of training, not schools".[19]

Despite early and continuing differences over the meaning of the Act, institutional change -- with emphasis on school reform -- soon emerged as the main thrust of EPDA. By 1971-72, the whole EPDA operation was oriented toward the strategy of Educational Renewal -- the concentration of resources in a limited number of school sites to promote "a continuous self-sustaining process of educational change and decision-making to cope with unsatisfactory as well as changing conditions in the schools".[20]

The 1967 "Allen Report" placed "High priority on encouraging programs which make significant attempts to create and perpetuate change models which are not only new, but primarily self-renewing":

> To insure long-lasting significance, educational change must be institutionalized . . . The goal is a perpetual cycle in which educational institutions are continually diagnosing and acting upon their relationship to society's needs.[21]

Within four or five years, this effort to foster institutional change through the process of continuing self-renewal was defined as the dominant mission of EPDA -- but not for long.

Administrative Organization

How to organize for administration of the new authority created by EPDA became a pressing problem within the Office of Education following passage of the Act. Special difficulties were posed by the fact that there was already an array of personnel training programs administered by OE, including several that were now transferred to the new authority.[22] Teacher Corps, for example, was operating as a unit in the Bureau of Elementary and Secondary Education under the direction of Richard Graham. Similarly, the graduate fellowship and teacher-institute programs were administered in the Bureau of Higher Education, under the direction of Donald Bigelow. Issues over the possible disruption of established jurisdictions inevitably arose.

A task force coordinated by Wood defined guiding principles and alternative structures that were circulated for comment to the chiefs of the several bureaus in OE, to HEW officials, and to others in the profession at large. Five different organizational forms were presented for consideration, including a new bureau for the development of educational manpower. Responses varied, with those from several OE bureau chiefs strongly opposing another bureau structure.

One of many respondents was John J. Corson, Consultant to the Secretary of HEW. He noted that the options presented

> . . . ranged from a plan for the distribution of all manpower development activities among the bureaus of the Office of Education and the assignment of responsibility for the coordination of manpower activities to a small central organization reporting to the Commissioner to a plan for the establishment of a central bureau of Manpower Development that would be responsible for administering all activities authorized by EPDA and the NDEA Title IV programs.[23]

He advised the Commissioner

> to create a new bureau and to fix in it responsibility for administering all EPDA activities and NDEA Title IV programs. This course will give emphasis to the manpower function, will provide an opportunity for bringing new and additional leadership to the Office, and importantly, will flush up for the Commissioner's consideration issues of educational policy at each level of education that might otherwise never be brought to light.[24]

The centralized bureau structure in OE apparently was preferred from the outset by Wood's "Think Group"; and it was recommended in the "Allen Report", which asserts that "if the broad intent of EPDA . . . is to be given optimal chance for success, then a separate and powerful organizational structure in the U. S. Office of Education is essential".[25]

This point of view prevailed, and the initial administrative structure for EPDA was that of a new bureau.

Bureau of Education Professions Development

In late December, 1967, Commissioner Howe recommended to the Secretary of HEW "the establishment of a Bureau of Education Professions Development within the Office of Education." The advantages of centralizing the EPDA programs in one Bureau, he said, "are weighty":

> First, it will offer flexibility to meet the need for new concepts and programs. Second, it will provide focus to a critical aspect of education. Third, it will permit the assembly of resources to the point necessary to achieve dramatic results. Fourth, it will unify the

> direction and coordination of educational training programs. Fifth, it will reduce the requirements for internal coordination of educational manpower activities as opposed to the problems inherent in decentralizing the entire EPDA into the existing OE Bureau structure.[26]

In early February, 1968, it was formally announced that

> The Secretary has approved the establishment of a new Bureau of Education Professions Development. The Bureau will be responsible for administering all of the Education Professions Development Act (P. L. 90-35) except for Part E, "Training Programs for Higher Educational Personnel", which will be administered by the Bureau of Higher Education.[27]

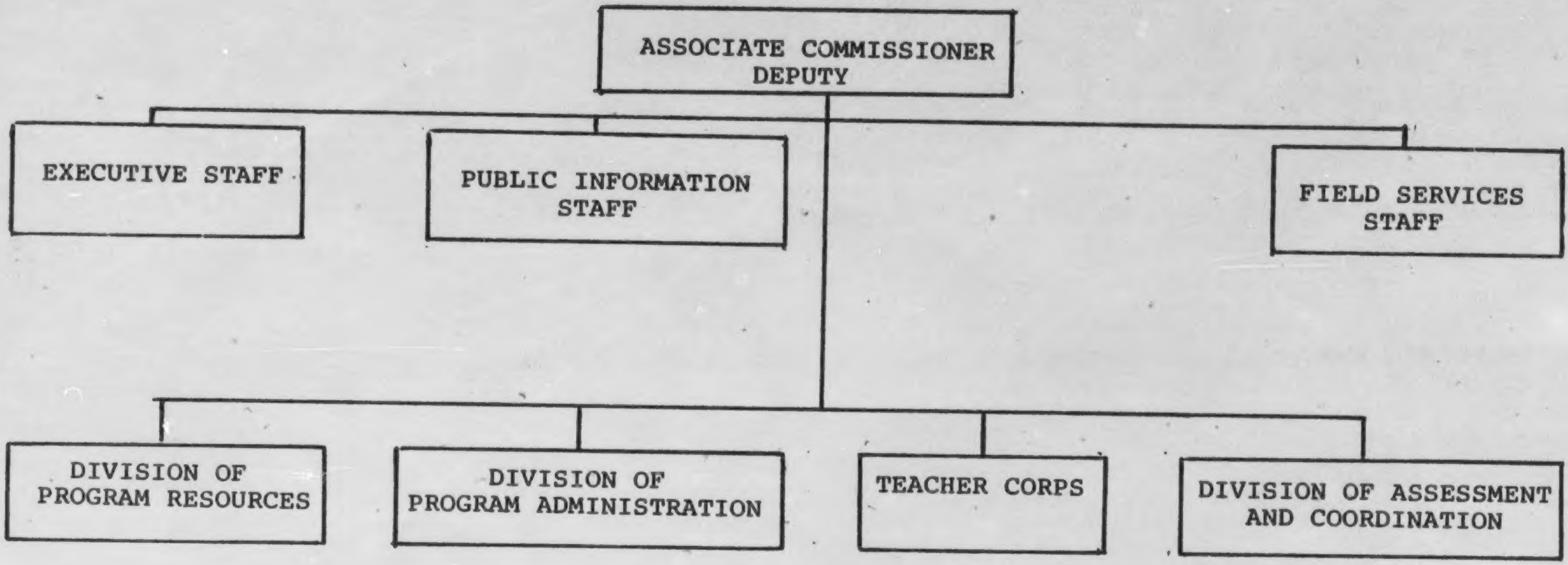
The Secretary of HEW had approved BEPD on January 23, 1968, to become effective on February 1.

Thus, the Teacher Corps (EPDA, Part B-1) was transferred to the new Bureau from the Bureau of Elementary and Secondary Education, as was most of the Division of Educational Personnel Training. The graduate fellowships and teacher-training institutes programs (EPDA, Part C), which had been in the Bureau of Higher Education (BHE), were similarly transferred to BEPD. However, BHE retained the training programs for higher education personnel (EPDA, Part E).[28]

As recommended by the Commissioner and approved by the Secretary, BEPD was organized with an Office of Associate Commissioner and four divisions, shown by the organizational chart on the following page.[29] The functions of the central office and the four divisions were described as follows:

The Office of the Associate Commissioner serves as principal advisor to the Commissioner on programs for the development of

BUREAU OF EDUCATIONAL PERSONNEL DEVELOPMENT


ASSOCIATE COMMISSIONER
DEPUTY
EXECUTIVE STAFF
PUBLIC INFORMATION STAFF
FIELD SERVICES STAFF
DIVISION OF PROGRAM RESOURCES
DIVISION OF PROGRAM ADMINISTRATION
TEACHER CORPS
DIVISION OF ASSESSMENT AND COORDINATION

educational personnel through over-all planning, direction, coordination and evaluation. It includes an Executive Staff, a Field Services Staff, and a Public Information Staff which also administers Sec. 504, "Attracting Qualified Persons to the Field of Education".

Four Divisions carry out the several program and service responsibilities:

> Program Resources makes expertise in various disciplines and service areas available to the Office and to the States, districts, and higher education institutions that are developing programs under this Act.
>
> Program Administration is responsible for the administration of: Part B-2, the new State-plan provision for "Attracting and Qualifying Teachers to Meet Critical Teacher Shortages"; Part C, the entire program of "Fellowships for Teachers and Related Educational Personnel"; and Part D, the comprehensive provision for "Improving Training Opportunities for Personnel Serving in Programs of Education Other Than Higher Education."
>
> Teacher Corps is responsible for administering Part B-1 of the Act providing for the continuation and extension of the activities of the Corps.
>
> Assessment and Coordination carries responsibilities for the adequate continuing assessment of needs for educational personnel, the projection of relevant plans, the evaluation of programs, and the coordination of the several programs affecting educational personnel both inside and outside the Bureau.[30]
>
> The key leadership of the new Bureau included, at the outset:
>
> > Don Davies, Associate Commissioner for Educational Personnel Development
> >
> > Russell Wood, Acting Deputy Associate Commissioner for Educational Personnel Development (later designated Deputy Associate Commissioner, effective September 23, 1968)
> >
> > William Thomas Carter, Director of the Division of Program Resources
> >
> > Donald N. Bigelow, Director of the Division of Program Administration
> >
> > Richard A. Graham, Director of Teacher Corps
> >
> > Iris Garfield, Director of the Division of Assessment and Coordination

The most urgent task of the new Bureau was to complete draft guidelines and regulations for EPDA programs to begin in FY69. Then came the solicitation and evaluation and approval of projects, and the on-going implementation of assigned functions. This work was performed through the normal processes of a Federal bureau -- staff meetings, task forces, consultations with other Federal agencies and with "the field", public announcements, guidelines, manuals, bulletins, conferences, retreats, and related activities -- that need not be detailed here. In the course of its operations, several changes were made in the Bureau's structure, the most significant of which are subsequently described.

Problems in BEPD

The new agency was beset from the beginning with internal problems of policy and structure, often expressed in bitter struggles among key leaders; and there were repercussions of these conflicts in Congress and in professional organizations.

The two main issues centered around whether Teacher Corps should operate as a fully autonomous unit, and whether resources previously allocated to such established programs as teacher-training institutes and graduate fellowships should be redeployed to emerging new programs.

The Teacher Corps issue surfaced even before BEPD was formally established. In January, 1968, for example, the Director of Teacher Corps, Richard Graham, wrote Commissioner Howe:

> We can give you and the President something to be proud of this year . . . . But we need your help . . .
>
> To speak plainly, we are, for some of your staff, an unwelcome irritant. We are told that we should expect personnel and operating funds in proportion to our budget . . . . We are told that we should expect the same treatment accorded to "all other parts of the Office's responsibility for the training of professional personnel." In short, Doc, there is no conviction within the Office that a Corps has a special validity or that a Corps has requirements that differ from O. E. supported training programs.

He asked the Commissioner to "reaffirm our earlier understanding that the Teacher Corps will be accorded, within the Bureau of Educational Personnel Development, at least, the same freedom of operation it was accorded within the Bureau of Elementary and Secondary Education".[31] Central to his concern was that Teacher Corps be alloted salary and expense funds for such things as travel, publications, consultants and public meetings proportionally much larger than the amounts given to other units of EPDA.

The assurances sought by the Director of Teacher Corps were not given, except as regards public relations activities. Writing to confirm "understandings . . . arrived at in our January 29 meeting," Deputy Commissioner Sullivan told Graham, in part:

> We believe that the maintenance of the separate identity of the Teacher Corps in its relationships with the public is essential . . . . We are delighted that you have accepted a Deputy Associate Commissioner position. In this capacity we expect that, in addition to your role as Director of Teacher Corps, you will provide valuable advice to the Associate Commissioner on Bureau-wide matters involving training teachers for the disadvantaged. In addition, you will be fully involved in Bureau level policy and administrative decisions. In those of its activities that relate to other parts of the Office of Education, the Department of Health, Education and Welfare, the Administration, and the Congress, the Teacher Corps should follow the usual Divisional-Bureau patterns that are established throughout the Office of Education.[32]

But this concession on public relations and the appointment of the Director as Deputy Associate Commissioner by no means settled the question. Graham continued to press for "independence" for the Teacher Corps, and within six months he resigned from the Bureau-wide position.[33]

The struggle was focused from time to time on a number of specific issues -- level of funding for Teacher Corps, reduction in salary and expense funds allocated to the Corps, whether to centralize Teacher Corps public relations activities within the Bureau structure, Graham's appeals for Congressional support without going through Bureau or Office of Education channels, Wood's holding up approval for printing a Teacher Corps letterhead, Graham's negotiation for outside evaluation services without consulting the Division of Assessment and Coordination, Davies' transferring staff from Teacher Corps to other new programs, criticism of a published article by Graham on "What Happened to Teacher Corps?", and others.

A wide range of OE and HEW officials were involved in the controversies, and there was intervention at several points by members of Congress.[34] To review the whole story in detail would unduly burden this analysis.

Whatever the focus of controversy from time to time, the question of structural autonomy (or "independence") for Teacher Corps within OE was always the central issue; and eventually such autonomy was achieved. Whereas the original (1967) Education Professions Development Act stated simply that the Director and Deputy Director of the Teacher Corps "shall perform such duties as are delegated to them by the Commissioner", the EPDA amendments enacted by Congress in 1972 added to Section 512 this proviso:

> . . . except that (1) the Commissioner may delegate his functions under this support only to the Director, and (2) the Director and Deputy Director shall not be given any function authorized by law other than that granted by this subpart.[35]

No longer would there be an intervening authority between the Director of Teacher Corps and the Commissioner of Education.

The other major internal problem confronting BEPD from the outset concerned the question of continued support of certain pre-EPDA programs centered in the universities -- particularly the teacher-training institutes and graduate fellowships extended under EPDA Part C. Although questions of administrative organization were definitely involved, the main issue was over a shift in policy regarding priorities in program development.

This problem, too, began to surface before the new Bureau was established. Five months after EPDA was passed, Assistant Commissioner Alford warned Commissioner Howe that representatives of the "higher education community" were anxious about not being involved in planning for implementation of the Act, "feeling that the directions of this planning might be contrary to what many . . . felt was the true intent of the Act."[36]

Over a period of eight or nine years since NDEA became operative, unprecedented amounts of Federal funds had been allocated under that Act and HEA to support teacher education through graduate fellowships for prospective and experienced teachers and in summer institutes. The predominating emphasis was on training teachers in a wide range of subject-matter "content" areas -- which came to be known as "Basic Studies" -- and by far, the major part of the money went directly to the colleges and universities. Beginning with ESEA Titles I and III in 1965, however, Federal aid began turning toward the schools, and this trend was to be continued by most parts of EPDA. Moreover, the people planning EPDA -- with a few exceptions, such as Bigelow -- were predominantly school-oriented professionals, not representatives of academic disciplines. Thus, the higher education community was understandably concerned that its near monopoly of Federal funds for educational personnel development might be jeopardized under EPDA.

Illustrative of many expressions of this concern is the October, 1967 letter to Wood from the president of the University of Connecticut:

> . . . I have strong reservations regarding the recommendation that NDEA Title IV programs be embraced by a new bureau. I feel strongly, and I believe that most of my colleagues in higher education would feel strongly, that the NDEA Title IV program should remain in the Bureau of Higher Education. It has been administered well there, and I think this can be attributed to the fact that the Bureau of Higher Education has evidenced a real sensitivity to the needs of developing institutions. I would view with alarm the reassignment of this program to a bureau that will, almost of necessity, be dominated by persons in the professional field of education.[37]

This position found support within OE, especially from Donald Bigelow, who administered the basic studies and fellowship programs, from Peter Muirhead, Associate Commissioner in charge of the Bureau of Higher Education, and from others. As previously noted, however, the former NDEA programs were transferred from BHE to BEPD; and it was not long before the expressed anxiety about their future was validated. BEPD began promptly to plan and develop a number of new programs focused directly on the schools, and to phase out the fellowship and institute programs.

This shift in policy was stated explicitly in a BEPD document that appears to have been issued early in 1969.

> The programs that were brought together under the Education Professions Development Act of 1967 were largely directed to support of summer institutes in the academic disciplines, and of individual fellowships for prospective and experienced teachers. If the EPDA is to be more than continual remediation for the deficiencies of teaching, however, it must focus its limited resources on improving the systems

> that prepare and the systems that use educational personnel, and it must focus on those parts of those systems in which the needs are the greatest and the potential benefits the highest. Therefore, the Bureau, since its establishment in February 1968, has been engaged in redirecting those programs that existed separately before EPDA to specific ways of changing the educational systems.[38]

Then follows a list of nine new programs that "the institutes and fellowships have become".[38a]

Reacting to the charge that BEPD was abandoning the universities, Gerald W. Elbers, Deputy Director of the Division of Assessment and Coordination, prepared an extensive memorandum on the question in the fall of 1969, declaring in part:

> The question . . . is not whether we are "turning our backs" on the universities but who it is in the universities we are turning to. . . . I don't think what we are doing is a matter for apology. We have decided not to contract solely with the universities but to involve to the extent possible responsible and responsive local educational agencies; we have decided to do what the Act asked us to do . . . . We have also decided not to continue providing short term (summer) inservice institute training or academic year fellowships to school teachers in the subject matters they teach. As a consequence of these changes, inevitably university teachers from the academic disciplines cannot find much of a foothold in the new EPDA programs.[39]

Bigelow fought hard against this trend. In the fall of 1969, for example, faced with a major cut in the $13,000,000 originally allocated for Basic Studies in FY 70, he pressed Davies to

> . . . urge that the Commissioner request a reconsideration of the proposed $8,000,000 reduction of the FY 70 budget assigned to BEPD Basic Studies Program . . .

> Since the Basic Studies Program has already been advertised nation-wide for several months, hundreds, even thousands, of schools, colleges, universities, and State departments of education will have prepared proposals for submission to O. E. There were over 3,000 proposals in FY 69 . . .
>
> Elimination of the entire Basic Studies Program (direct support for teacher training in about 18 school subject areas or academic disciplines) could precipitate noisy protests from the colleges and universities, which at this point know only that there has been a reduction in the budget.[40]

Shortly afterward, he wrote Wood:

> Your pre-emption, your proposed pre-emption, of the $500,000 which you believe to be available in Basic Studies is not only premature . . . but raises other, allied questions of who spends what and how.
>
> Frankly, with the squeeze we are now feeling, . . . any assignment of other money to other projects places both them and the rest of our operation in jeopardy.[41]

Bigelow and others frequently invoked the "intent of Congress" in defense of the Basic Studies Program. They recalled the assurance of continued support given to Senator Morse by Commissioner Howe during the 1967 hearings on EPDA, and the Senate Committee's explicit statement that "It is the intent of the Committee that the deletion of the categorical limitations [from EPDA, Part D] would not result in the reduction of support of institutes for the categories of educational personnel specifically mentioned in the National Defense Education Act, titles V and XI".[42]

Nevertheless, at the beginning of October, 1969, Davies announced the end of funding for new Basic Studies projects. In a letter to applicants and prospective applicants, he wrote:

> I should like to inform you of an important change in the status of the Basic Studies Program in the Bureau of Educational Personnel Development. Proposals for that program cannot be accepted this year. Previous announcement made in the Bureau Fact Book for this program is hereby cancelled.
>
> In line with the necessity for reducing Federal expenditures for fiscal year 1970 by three and a half billion dollars, the Department of Health, Education and Welfare has designated a series of reductions in planned programs. The Basic Studies Program has been directed to absorb eight million of that amount . . .
>
> It should be clear that this decision does not affect EPDA projects already funded and underway in the 1969-70 academic year. Nor does it affect other programs under the Education Professions Development Act, for which prospectuses have already been received by the Bureau.[43]

The die was cast; there would be no further development of Basic Studies. BEPD priorities called for redeployment of its resources to other programs.

The extended struggles over Teacher Corps and Basic Studies were not the only problems affecting the administrative organization of BEPD during the early period. There were many more, including severely limited space, inadequate travel funds, some lack of coordination, allegations of non-participatory procedures - - and with it all, deteriorating morale.

Dominant, however, were the issues of Teacher Corps and Basic Studies, which centered around three strong and able and determined men -- Davies, Graham and Bigelow. Conflicts over these two issues seriously disrupted the unity of the new Bureau, and tended, thereby, to impair the effectiveness of the staff as a whole.

Successive Reorganizations

The administrative organization of the EPDA authority underwent a series of structural changes within the Office of Education, beginning in the year BEPD was established, and continuing until that authority was drastically curtailed in 1974. Some of them were rearrangements within BEPD; others involved transformation of the Bureau into entirely new forms. Some were minor changes, others major. All of them reflected shifts in the defined mission of EPDA and consequent redeployment of personnel.

There follows a summary description of the main events in this process of almost continuous reorganization.

Division of Program Administration: The original BEPD Division of Program Administration (DPA) seemed to reflect a continuing emphasis on Basic Studies. It included five branches: Modern Language, Arts and Humanities, Social Sciences, Behavioral Sciences and State Grants. However, the down-grading of Basic Studies apparently was on the agenda of BEPD leadership from the outset; and it called for a restructuring of DPA.

Accordingly, in May 1968, the Acting Deputy Commissioner of BEPD sought the approval of the Secretary of HEW of a proposed reorganization of DPA; and it was granted the following month. As restructured, DPA included these five branches:

Program Planning and Development, Evaluation, SEA and LEA (State Education Agencies and Local Educational Agencies), Program Review and Implementation - East, and Program Review and Implementation - West.[44] Bigelow continued as Director of DPA.

The shift of emphasis from the former categorical programs to a more flexible emphasis on process is evident. This structural change was effected just three months before Davies' announcement that no new applications for Basic Studies projects would be considered.

Divisions of School and College Programs: The Bureau's strong orientation toward developing programs in the schools, as opposed to the former emphasis on programs in the universities, led before long to another structural change -- the reorganization of the Division of Program Administration into two divisions.

Davies announced in January, 1969, that the Secretary of HEW and the Office of Administration had "approved the new Division of School Programs and the retitling of the Division of Programs Administration to the Division of College Programs, effective January 1, 1969.".[45]

The Division of School Programs (DSP) included branches for Career Opportunities (career ladder for teacher aides), Vocational Education Training, Special Education Training (for teachers of the handicapped), Staff Development, and State Programs (EPDA B-2). Alan W. Brownsword was appointed Acting Director.

The Division of College Programs (DCP) included branches for Training of Teacher Trainers, Educational Leadership Training, Basic Studies, Educational Administration, and Support Personnel (counseling and guidance). Donald N. Bigelow was appointed Director.

Shortly thereafter, a "Mass Change" order was issued by the HEW Director of Personnel, reassigning more than five dozen staff members to the different branches of DSP and DCP, effective February 23, 1969.[46]

Davies explained the change in terms of program priorities:

> The internal organizational structure is geared to the approved program priorities for FY 1970 for the Educational Personnel Development grants under Parts C and D of EPDA. This proposed structure will provide us with a viable organization identified with program priorities which will provide for more effective program administration.[47]

Two years later, Bigelow reacted against the continuing differential emphases on school _vs_. college programs with a caustic comment that is relevant at this point:

> . . . BEPD should no longer operate on the assumption that some of us work in the schools (DSP) -- which sounds great, smells good, is "glamorous", and, under the guise of the DISADVANTAGED, can be sold to such people as used to reside in BOB and elsewhere -- and others work in the colleges (DCP) -- dreadful places of white supremacy and past nonsense.
>
> We have begun to establish a condition in BEPD which could boomerang. We have begun to establish what looks uncommonly like a Black Ghetto in COP/DSP running our "school" program at the expense of our "pure" white college organization holding on to the past of professionalism -- and this does not correctly represent either group. . . .[48]

It was clear that DSP would play a larger role than DCP in the further development of EPDA programs.

NERC and NCIES: By Mid-1970, the Bureau's main thrust was directed toward the improvement of educational personnel in local schools, especially in the low-income areas, through the strategy of Educational Renewal; and this led in time to the establishment of two new and related structures -- National Educational Renewal Center (NERC) and National Center for Improvement of Educational Systems (NCIES).

This orientation toward "Renewal" was effectively set forth in mid-1970 in BEPD's statement of plans for FY 72 funding:

> Programs in BEPD are designed to improve the competence of educational personnel through stimulating improvement in the systems that prepare and use them . . .[49]

The Bureau planned to do this, the statement continued, through five approaches involving specified programs: (1) bringing new types of people into the system (low-income people from the communities served by the schools through the Career Opportunities Program, and "bright college graduates" recruited through Teacher Corps); (2) providing opportunity for teachers already in the schools to increase their competence (as in the Urban/Rural School Development Program); (3) influencing at the graduate school level personnel who, in turn, "influence the training and retraining of many more teachers" (as in the Training of Teacher Trainers Program); (4) improving the training of teachers on the under-graduate level (as through the Undergraduate Preparation of Educational Personnel Program); and (5) "developing alternative training vehicles, where necessary, i.e., community colleges and the schools themselves in the Career Opportunities Program".

The statement concluded:

> This strategy -- working both within and outside of the systems that both prepare and use educational personnel -- is most effective if the various programs to accomplish those ends are concentrated in specific sites -- schools and school districts, and the colleges that prepare teachers for them.
>
> It is the policy of BEPD to concentrate in this manner, to attempt to attract resources from other programs to augment this concentration, and to direct this concentration as a priority, to school sites serving low-income populations.[50]

Davies sought early to persuade the newly-appointed (but not yet confirmed) Commissioner of Education, Sidney P. Marland, Jr., of the need to concentrate OE resources for maximum reform impact, internally and in the field. Reacting to the Commissioner-Designate's tentative plans for structural changes in OE -- including putting BEPD under "Higher Education" -- Davies told him, in part:

> I think it is a mistake to miss this opportunity to put together some of the key reform-oriented, discretionary programs which the Commissioner needs to have any real impact on the Office or "out there". The key pieces that could and should be put together now are Research, BEPD, Experimental Schools, and 15 percent of Title III, ESEA which is discretionary. Hence, I would like to continue to argue that BEPD be placed under the Deputy Commissioner for Development.

"My point in this memo", he concluded, "is that I think the proposed arrangement misses some great opportunities for a new Commissioner and creates a difficult set of problems for this Bureau."[51]

Before long, Davies and his associates convinced the new Commissioner that Educational Renewal was a valid and timely strategy, not only for BEPD, but also for OE. He embraced it as his own, and entertained plans for setting up a National Center for Educational Renewal that would combine the resources of several OE Units.

In April, 1971, Davies was promoted to the position of Acting Deputy Commissioner for Development (DCD) to have jurisdiction over NERC, and also over the National Center for Educational Statistics (NCES), the National Center for Educational Communication (NCEC), and some other parts of OE. Wood went with him as Deputy. William L. Smith, who had headed several Bureau programs, became Acting Associate Commissioner of BEPD.

In mid-July, Smith "received a call from DCD . . . to the effect that we should be thinking in terms of how to reorganize BEPD if NERC is approved".[52] By September, NERC was incorporated in the 1973 budget plans of DCD, with the following statement of rationale:

> The National Educational Renewal Centers will bring together and integrate many of the project grant programs of the Office of Education. The purposes are to improve and reform education by substantially accelerating the installation and use of promising innovations by local schools and to integrate current OE project grant services in a way that best responds to the needs of the schools. The Center provides the linkage between the Administration's key programs of revenue sharing and the National Institute of Education.
>
> NERC will concentrate on reforming those school systems most in need of improvement, e.g., those serving low income families, but it will also serve education generally through active dissemination of new products and practices.[53]

The proposal to "disseminate" new products and practices, which recurred often in discussions of Educational Renewal, was designed to reconcile this programmatic thrust with that of the anticipated National Institute of Education, which was to have exclusive authority over educational research and development.

In time, the Secretary of HEW, Eliot Richardson, was also convinced that OE should embark along the path of Educational Renewal. As reported to a BEPD Executive Group Meeting in late September, 1971:

> Don Davies made a presentation to the Secretary Monday. The Secretary is very enthusiastic about NERC and is calling a press conference as early as October. We must have the Secretary's approval (of) a total reorganization plan for NERC which includes our plan of operation on reorganization . . .[54]

Planning to restructure BEPD for more effective implementation of Educational Renewal had been under way at least since March 1971, when Davies invited some 14 OE officials to serve on a BEPD Mission and Organization Committee, headed by Wood. A series of alternative plans were developed in detail after Smith assumed direction of the Bureau. Out of this flurry of planning activities emerged NCIES as an established structure to replace BEPD.

In November, 1971, Commissioner Marland asked the Secretary of HEW to approve five organizational changes within OE, including:

> 1. The establishment of a National Center for the Improvement of Educational Systems with four divisions -- Educational Renewal Sites/Centers -- Northeast; Southeast; Northwest; Southwest. This Center would essentially replace the present Bureau of Educational Personnel Development. Three programs would be transferred to that Center -- Title III, ESEA 15 percent discretionary portion; Drop Out Prevention; Bi-Linqual Education; and one program would be removed -- Teacher Corps . . .
>
> Finally, I request the redesignation of the position, "Deputy Commissioner of Education for Development" to "Deputy Commissioner for Education Renewal". The present title will conflict with the mission of the National Institute of Education, which includes exclusive responsibility for educational research and development. The new title will reflect the new mission of the Office of Education.[56]

The Secretary approved the Commissioner's recommendations in late January, 1972, to "become effective upon publication of the revised statement of organization in the Federal Register".[57] In August, the Federal Register published the description of NCIES' function and administrative organization reproduced on page 70.

Thus, EPDA operations were not only reorganized; they were also decentralized geographically, requiring another mass transfer of personnel. The central leadership of NCIES and of its four divisions is shown on page 71, along with the states included in each division and the corresponding OE Regional Offices.

NATIONAL CENTER FOR THE IMPROVEMENT OF EDUCATIONAL SYSTEMS

The National Center for the Improvement of Educational Systems is responsible for administering programs for the improvement of education in the Nation's school systems, including programs for the development of educational personnel, the program of assistance for school dropout prevention projects, and the program of direct grant assistance for supplementary educational centers and services and exemplary and innovative educational projects. In so doing, provides assistance to institutions of higher education and State and local educational agencies and supports development of programs responsive to needs of school systems and supports demonstration projects and other projects to improve undergraduate teacher preparation. Developmental assistance is provided at the local and State levels.

NORTHEAST DIVISION

Responsible for programs administered by the Center in Department of Health, Education, and Welfare/Office of Education Regions I and II. Will assist school systems in planning for and implementing projects. In addition, administers on a nationwide basis programs for improvement of undergraduate teacher preparation.

SOUTHEAST DIVISION

Responsible for programs administered by the Center in Department of Health, Education, and Welfare/ Office of Education Regions III and IV. Will assist school systems in planning for and implementing projects. In addition, administers on a nationwide basis a program supporting innovative practices and reform in the teacher training function of developing institutions.

SOUTHWEST DIVISION

Responsible for programs administered by the Center in Department of Health, Education, and Welfare/ Office of Education Regions VI, VII, and IX. Will assist school systems in planning for and implementing projects. In addition, administers on a nationwide basis a program designed to prepare personnel to work with exceptional children at all levels.

NORTHWEST DIVISION

Responsible for programs administered by the Center in Department of Health, Education, and Welfare/ Office of Education Regions V, VIII, and X. Will assist school systems in planning for and implementing projects. In addition, administers a national program designed to prepare educational personnel in career education.

Source: Federal Register Volume 37, No. 156, Friday, August 11, 1972.

NATIONAL CENTER FOR IMPROVEMENT OF EDUCATIONAL SYSTEMS

Dr. William L. Smith, Acting Associate Commissioner (962-1292)

Dr. John Lindia, Acting Deputy Associate Commissioner for Administration (962-1292)

Dr. Wilton Anderson, Acting Deputy Associate Commissioner for Programs (962-1292)

Dr. Donald Bigelow—Director
963-7455 Northeast Division

Region I
Connecticut
Maine
Massachusetts
New Hampshire
Rhode Island
Vermont

Region II
New Jersey
Puerto Rico
New York
Virgin Islands

Dr. William T. Carter—Director
962-6303 Southeast Division

Region III
Delaware
District of Columbia
Maryland
Pennsylvania
Virginia
West Virginia

Region IV
Alabama
Florida
Georgia
Kentucky
Mississippi
North Carolina
South Carolina
Tennessee

Dr. Stewart Tinsman—Director
962-7041 Southwest Division

Region VI
Arkansas
Louisiana
New Mexico
Oklahoma
Texas

Region VII
Iowa
Kansas
Missouri
Nebraska

Region IX
Arizona
California
Hawaii
Nevada
Guam
American Samoa
Wake Island
Trust Territories

Dr. Lee Wickline—Director
962-0771 Northwest Division

Region V
Illinois
Indiana
Minnesota
Michigan
Ohio
Wisconsin

Region VIII
Colorado
Montana
North Dakota
South Dakota
Utah
Wyoming

Region X
Alaska
Idaho
Oregon
Washington

In the process of implementing this structural change, a truly remarkable organizational set-up was developed. There was an Associate Commissioner and two Deputy Associate Commissioners. There were four geographical divisions, the Director of each having managerial control over designated EPDA programs previously developed on a nation-wide basis with central coordination. There remained several Program Coordinators -- e.g., of the Career Opportunity Program (COP) and the Urban/Rural School Development Program (URSD) -- who were expected to coordinate the development of their respective programs across the administrative lines of the four divisions. There were also an Executive Council, an Executive Group (consisting largely of division heads and branch chiefs), a Program Policy Advisory and Assurance Committee (PPAAC, established by Smith in September, 1972, with much of the same personnel in the Executive Council), and an Operations Coordination Office (a group of 8 or 10 high-ranking officials with part-line and part-staff relationships). And the set-up was further complicated by the fact that, in line with the President's policy of revenue sharing, OE operations had become increasingly regionalized and some EPDA programs (e.g., COP and URSD) had already been decentralized to the 10 OE Regional Offices.[59]

The geographical decentralization of EPDA operations and other internal restructuring were sharply criticized by participants in the EPDA experience, both before and after NCIES was approved by the Secretary of HEW. In January, 1972, for example, A. Bruce Gaarder wroter Bigelow that he and several branch chiefs of DCP believed that:

> OCS should not be given membership in PPAAC or the right to review PPAAC recommendations. Otherwise, OCS would become another power within NCIES, in effect, another Executive Group . . .
>
> It is already being seriously questioned in NCIES whether there should be both PPAAC and an Executive Group, and how these two interact or overlap. Already our decision-making in this tiny organization is painfully slow and power is only painfully shared. To set up a third power group would invite trouble, further divide a badly divided organization, and bring us to a complete halt . . . [60]

The following month -- before the decision to organize NCIES in four divisions -- Gaarder advanced these among other arguments against proposals for geographical decentralization:

> 1. The great strength and achievement of BEPD over the past years (and NDEA before that) has been its ability to design and mount national programs responsive to national needs . . . . It is inconceivable that these needs could be met, with equal strength, if the operation were divided among nine regions . . . .
>
> 10. Active and effective coordination between NCIES, NCES, NCEC and other special national programs would become very difficult, if not impossible, if the administration of NCIES (the major arm of renewal) were fragmented by regionalization.

> 11. Renewal -- and NCIES -- requires leadership. OE is called upon for leadership. Outstanding leaders are more readily attracted to Washington than to the regional centers.
>
> 12. Regionalization would result in the requirement that specialists in all of the affected fields be placed in each regional office. Since it has been virtually impossible to staff even OE adequately -- given the dearth of personnel slots -- how would this be done for 9 places?[61]

In November, 1972, Gerald W. Elbers reported that he and several colleagues had these among other "Second Thoughts on the Report on Reorganization":

> - the present regional organization was devised for Renewal; under the present circumstances there is no program justification for dividing, for example, Title III - ESEA among regional divisions.
>
> - there are four new programs to be administered and they cannot be conceptualized and initiated across the present regional structure . . .
>
> - the present arrangement is professionally debilitating and has turned division chiefs into peripheral policy makers, and has taken from professional personnel an identification with and enthusiam for a particular program thrust . . . [62]

Several days later, the same group sent Associate Commissioner Smith "the final report of the special task force which was set up during the last meeting of the Executive Group to consider the question of reorganization of NCIES". It stated, in part:

> After careful consideration of the operational problems now faced by NCIES, it was the consensus of the task force that an immediate reorganization that simplifies our present structure and makes it more responsive is necessary if we are to achieve successfully the function we currently have:
>
> 1. to administer programs now in motion
> 2. to implement new legislative requirements
> 3. to implement decentralization orders
> 4. to define new missions and functions.
>
> To this end, the committee recommends immediate reorganization.[63]

This was only three months after the establishment of NCIES became official through publication in the Federal Register.

Although such criticisms of the administrative organization of NCIES seemed to be led by officials in the Northeast Division headed by Bigelow, they were far more general in the agency; charges of "organizational chaos" were common. As usually happened, these conflicts developing in OE evoked repercussions on "The Hill"; and Congress eventually put an end to NCIES' regionalization. The relevant legislative provision was enacted as part of the Education Amendments of 1974. Following sections authorizing the establishment of OE Regional Offices, the law states:

> (C) The Commissioner shall not delegate to any employee in any regional office any function which was not carried out, in accordance with regulations effective prior to June 1, 1973, by employees in such offices unless the delegation of such function to employees in regional offices is expressly authorized by law enacted after the enactment of the Education Amendments of 1974.[64]

The Senate Conference Report emphasizes that "The provisions prohibiting regionalization . . . are effective immediately and retroactive to June 1, 1973".[65]

As previously noted, however, the decisive blow to EPDA and Educational Renewal came with the Education Amendments of 1972 (which are discussed more fully in a subsequent section of this report). Teacher Corps was "liberated" from BEPD. "Renewal" was proscribed. Appropriations for EPDA operations were reduced sharply.

By the summer and fall of 1973, the whole operation was at a very low ebb. Marland was promoted out of the Office of Education arena of action to Assistant Secretary of HEW. Soon Davies resigned. Wood went shortly afterward on extended leave, and would return to become deputy director of Teacher Corps. The staff was demoralized. And NCIES was formulating "management plans for the orderly phase-out of terminating EPDA programs over the next several years."[66]

There still was time for one more administrative reorganization.

Division of Educational Systems Development: The next -- and final -- administrative structure came with the establishment of the Divison of Educational Systems Development (DESD). What had been BEPD and NCIES was thus reduced to a single division, attached for administrative purposes to OE's Bureau of Occupational and Adult Education. The new Division was directed by William Thomas Carter. It initially had a staff of about nine persons, and in 1976 was reduced to an active staff of eight. DESD was not permitted to have an internal organizational structure; but for use in writing letters there were informal designations as "program chief", and A. Bruce Gaarder served as a sort of unofficial "deputy" to the Director.

Apparently DESD was to serve as care-taker of what remained of EPDA -- termination of the final year of the five-year COP and URSD projects and a few other tag ends. The Director and staff also continued to provide the usual professional services to the Office of the Commissioner of Education, which had two more occupants in less than one year.[67]

In mid-1974, the Director of DESD wrote his bureau chief about EPDA objectives for FY 75, constraints on program development, and OE's image in the field. Among other things, his memorandum said:

> The organizational and personnel changes through which BEPD-NCIES-DESD have passed in the last 3 years have been quite unsettling on the personnel involved and have contributed significantly to lowered morale in the organization. It has been nearly impossible to build team attitudes, unit loyalties, etc. when the superior-subordinate relationships have been so short-lived and unpredictable.[68]

This revealing comment seems applicable to much of the turbulent administrative history of the Education Professions Development Act.

Strategies

Strategies are large-scale action plans for the effective deployment of available resources to achieve identified goals. As applied to EPDA operations, "strategy", here refers to the major approaches used to foster maximal improvement in the effectiveness of educational personnel.

So conceived, most of the major developments of EPDA could be considered "strategic", even the changes in administrative organization analyzed in the preceding section as well as the particular programs described in the following chapter. The concern at this point, however, is more restricted. Attention is called to specific approaches, or strategies, that are addressed to the target population -- mainly educational personnel -- and that commonly cross program lines. Many of these strategies are referred to in other parts of this report. They are here abstracted from context for brief description and illustration, thus obviating undue repetition in relation to the programs discussed in Chapter IV.

Critical Needs

The early disappearance of the acute shortage of teachers that helped spur Congress to pass the Education Professions Development Act posed a continuing problem for its OE mentors; they were accused of aggravating, through discretionary programs, the developing surplus of teachers. The charge was unwarranted, because EPDA programs were not designed to effect big increases in the gross supply of teachers; and, in fact, they did not do so. Rather, as is pointed out in an extensive BEPD report on this question:

> Less than 15% of the [37,509] participants in fiscal year 1971 BEPD projects [in discretionary programs] . . . were new to the educational system, and most of these were in critical shortage areas such as poverty schools.[69]

It is clear that EPDA was used mainly to support training for teachers already in service, particularly in selected areas of critical shortage; but BEPD continued to be plagued by the unjust charge of "increasing the surplus of teachers". As Davies noted some years afterward, BEPD had good data, quite early, indicating the teacher shortage was coming to an end; and it began to develop appropriate new strategies about six months after the Bureau was established.

> However, we never really succeeded in explaining to the people in the White House, OMB, or on the Hill that we had a new strategy that was focused primarily on improving the competence of people already in service. Many influential people continued to see EPDA as a program designed to bring new people into education.[69a]

The "critical shortage" toward which EPDA resources were mainly focused was the dearth of effective teachers of children of the poor. Reflecting on this emphasis after he had left the agency, Davies wrote:

> The single most significant decision made by the Bureau of Educational Personnel Development about the administration of EPDA was to concentrate most (about 75%) of the available funds on projects directly related to the improvement and equalization of educational opportunities for poor children.[70]

Most of the programs described in Chapter IV are illustrative of the emphasis on developing personnel to serve this critical need. Notable among them are The Career Opportunities Program, the Urban/Rural School Development Program, the Exceptional Children Program, the Teacher Corps, the Early Childhood Education Program, the Indian Education Program, the Bilingual Education Program, and the Teacher Development for Developing Institutions Program.

Parity

The leadership of BEPD, like many others in the profession, were highly critical of the traditional, largely non-functional patterns of teacher education that prevailed -- and still do -- among institutions of higher education; and they sought in many ways to make personnel training programs more responsive to the needs of the schools. Even before EPDA came into being, the National Institute for the Disadvantaged -- a major project organized and funded by Bigelow's predecessor agency, The Division of Educational Personnel Training -- published Teachers for the Real World,[71] an influential book on this kind of responsiveness. Five years later, the same theme was still being advocated strongly in such publications as Education for 1984 and After and The University Can't Train Teachers, products of another nationwide, reform-oriented organization created and supported with EPDA funds.

As an approach to this problem, BEPD developed a major strategy that attempted to improve schooling for children by breaking the monopoly of colleges and departments of education over decision-making in the training of their teachers. The strategy brought three other groups into the fray and gave them places at the bargaining table: the schools, parents and other people from the "school community", and professors representing the liberal arts. This strategy was called "parity", and was defined by Davies as

> ... the involvement of people drawn from outside the normal teacher training apparatus, especially and importantly -- liberal arts faculty and parents and community people".[73]

As one means of assuring the establishment of parity relationships, grants for EPDA projects were made directly to local education agencies (LEA's), which then negotiated for needed professional services with nearby institutions of higher education (IHE's). Since the local school systems received the Federal funds, they could negotiate from positions of strength, and thus effectively influence the determination of goals, content, leadership and participation in the training projects.

Moreoever, the local education agencies were required by grant terms and conditions to include representatives of the community in the decision-making process. Thus, in EPDA programs where the parity principle was operative -- notably in EPDA's Training the Teacher Trainers Program (TTT) -- control over a training project was usually vested in a quadri-partite council that included representatives of the LEA, of education and liberal arts in the IHE, and of the community.[74]

As initially applied in TTT, the mission was no less than "to change the methods of teaching teachers to teach teachers, to involve people in the community in the learning process on a far more comprehensive scale than ever before, and thereby to improve the quality of education for all children in the United States".[75]

The parity principle was also applied in a number of other EPDA programs, especially the Urban/Rural School Development Program (URSD) and the Targeting Resources on the Educational Needs of the Disadvantaged Program (TREND). The Career Opportunities Program (COP), another example, recruited and trained predominantly low-income people to work as paraprofessional teacher aides in schools serving the communities in which they lived, and gave them the option of becoming fully certified teachers in the school system. URSD and TREND were notable in that these programs imposed no specific programmatic demands on their projects, but left the controlling school-community council free to assess local educational needs and to propose, for BEPD approval, the kind of program it wanted.

Multiplier Effect

Because the resources available through EPDA were so tiny as compared to those of the vast educational enterprise of the country, BEPD devised a special strategy to assure for its limited programs as broad an impact as possible on school systems as a whole. This strategy was to design programs and fund projects that would be resource-creating rather than merely supporting. The goal was to influence educational activities beyond the limits of particular projects, and achieve the maximal "multiplier effect".

The multiplier-effect strategy was central to TTT, which sought -- by "aiming at the top" of professional education's hierarchy -- to influence graduate-level university professors and administrators who control the institutional programs that prepare the trainers of teachers. If the trainers of teachers at that highest level of decision-making could be made more responsive to the real-world needs of schools, then their professor-trainers would (it was believed) develop more functional training programs in the wide range of institutions in which they later found employment.

The four-year TTT project at Clark University in Worcester, Massachusetts, is illustrative. It sought to train new Ph.D.'s in geography, history and economics.

> Doctorates were to be taken within the disciplines, but experiences and courses that would give the candidate considerable

> knowledge of the problems of teaching and the schools were to be included in the program. It was envisioned that, upon completion of their work, the candidates would take employment at institutions where substantial numbers of teachers and teacher trainers are prepared; they would then be in position to advance both new ideas in their subject matter and new methods for teaching.[76]

Two more examples should suffice to illustrate the more general use of the multiplier effect as a deliberate strategy or its achievement as a serendipitous outcome. The National Program for Educational Leadership recruited several score talented and deeply-committed men and women from without the educational bureaucracy, trained them as innovative administrators and tried to place them in key positions of leadership. The goal was to provide a new cadre of leaders for a wide range of schools. The Teacher Development for Desegregating Schools Program (later called Teacher Training in Developing Institutions) provided summer training experiences for black and white public school teachers on southern college campuses, and then did follow-up work with them in their schools during the regular session. Evaluation of the program showed that "the peer teachers of participants benefited . . . from the enrollees' increased knowledge and skills in workshops and demonstration lessons."[77]

Leavening Effect

School staffs tend to be composed predominantly of teachers and administrators from white, middle-class backgrounds, even where their students are drawn mainly from lower-class Hispanic, American Indian, "poor white", and black populations. Moreover, even in schools where black teachers (and students) predominate, few of them are indigenous to the low-income communities that provide their settings and enrollments. This state of affairs, many students of education believe, tends to aggravate the school learning difficulties common among young people from backgrounds of poverty and discrimination. If there were more representatives of their subcultures on school staffs, it is held, they would exert a leavening influence among their peers, and thereby help make schools more sensitive and responsive to the developmental needs of their socially disadvantaged students.

A number of EPDA programs sought to foster this "leavening effect" as a deliberate strategy. The Career Opportunities Program, of course, was addressed solely to the task of preparing low-income people -- especially blacks, Hispanics and Indians -- for paraprofessional and professional service in the schools of their communities.

The Urban/Rural School Development Program made specific efforts to include a broad range of ethnic groups in its personnel training projects: American Indians, Mexican Americans, blacks, Appalachian whites and ethnic groups in schools undergoing desegregation. The Pupil Personnel Services Program (chiefly counselling and guidance) likewise sought to encourage representation on school staffs of persons from the local community. This leavening-effect strategy was also emphasized in the bilingual education program, the Indian Education Program and others.

Community Involvement

It is generally understood in the profession that parental support of the school's program is a necessary condition for the optimal development of young people. Hence, the widespread alienation of the school from the homes and communities of its students, especially in big-city systems, is commonly viewed as a serious obstacle to be overcome. As a corrective measure, many EPDA programs sought to expand parent/community participation in school activities, thus implementing what was termed the strategy of "community involvement".

Activities to this end ranged in different programs from simple invitations for parents to attend meetings at the school to membership on school-development councils, in parity relationship with LEA's and IHE's. Practically all of the EPDA programs did something along this line.

Probably the most extensive use of the community involvement strategy was in projects of the Urban/Rural School Development Program. In addition to attending meetings, parents and other community persons worked as volunteers in the schools. They went on trips to professional conferences. They shared experiences with peers from other URSD projects across the country. In a few cases, training sessions were conducted to help them learn how to "break into the system". Occasionally, they were paid stipends as an incentive to increased involvement in school affairs. Most importantly, the URSD Program required that each project establish a community council, which was given authority over the budget. This was considerably more power than was provided for community groups in other EPDA programs, and it was a prototype of what was planned for community participation in the Educational Renewal proposal.

Leadership Training Institutes

The general principle of consumer participation in teacher training was developed on the national level by the creation of what was called a "leadership training institute" (LTI) for each of the major EPDA programs. The basic idea was to organize representatives of a wide range of educational and lay personnel into panels that would observe developments in the several programs, provide technical assistance to them, and offer suggestions to the directors of local projects and to the OE directors of the national programs of which they were a part.

The leadership training institute was also meant to serve a number of other functions. It was a means by which program money (i.e., funds appropriated for the EPDA) could be used, in effect, to augment the BEPD staff by employing separate groups of important, talented people to work outside the Office of Education and serve the interests of each EPDA program. Theoretically -- and many times in fact -- the LTI director and consultants worked closely under the BEPD program manager. Each "institute" could also serve as a group of powerful advocates and supporters of the program to which it was attached. It was originally intended that the LTI should evaluate the projects included in the program it served, but there proved to be legal impediments to serving this function.

Davies reports that participants on each LTI panel "were deliberately and carefully selected to be broadly representative of teachers, school administrators, students, parents, citizens, and administrators and specialists in higher education. The LTI", he said, "was an embodiment of the parity notion . . . "[78]

Leadership of the LTI's included eminent educators from all regions of the country, as is evident from the roster of directors in Appendix E. The panels sometimes had permanent staffs, sometimes engaged the services of consultants when needed. Each LTI had a director, usually employed part-time for this purpose.

The activities conducted by LTI's varied among their respective EPDA programs. They were strongly influenced by the special interests of the directors and the strength and ability of the BEPD program managers. Some of the panels helped to develop and review guildelines for their respective programs. Some contracted with institutions or firms to evaluate their programs as a whole. All LTI's conducted training programs for project directors. Almost all of them held occasional nation-wide conferences of project directors. Some LTI's were largely peripheral to the management of their programs; others virtually dominated program development.

Common to all LTI's were visits by their consulting members to local projects, with reports to the LTI director and through the director to the Office of Education. These visits were declared to be not for the purpose of "evaluation", which was explicitly proscribed as an LTI function.[79] Rather, they sought to bring helpful suggestions to project directors in the areas of techniques and materials, and also to provide a basis for discussing program strengths and weaknesses at meetings of the LTI. Inevitably, however, despite the disclaimer about evaluation, many project directors saw the LTI consultants as evaluators whose reports would be used by BEPD to determine whether the project grant would be renewed.

In general, the LTI sought to facilitate communication among the projects of its program and between them and the central OE administration. The overall purpose of this strategy was to enlist the help of a broad range of competent, non-staff persons in assuring that the several programs achieved their personnel-training goals.

Involvement of Professional Associations

The Office of Education has long recognized the importance of developing cooperative relations with professional associations in the field, and it solicited their ideas when planning for EPDA was initiated. This need was also recognized by BEPD, whose strategy, Davies told the Office of Management and Budget, "requires and builds on the collaboration of . . . professional associations . . .", among other educational agencies and institutions.[80] Such collaboration was sought by BEPD on an ad hoc basis regarding many questions, but its most organized expression came through relations developed with the Consortium of Professional Associations for the Study of Special Teacher Improvement Programs (CONPASS).

CONPASS antedated BEPD, having been formed in 1965 at the initiative of Donald Bigelow, who then headed the OE Division of College Programs, but continued to function during the first three years of BEPD. Its main purpose was to provide a central service for evaluating funded programs of the universities. The initial membership included the American Historical Association, the Association of American Geographers, the Modern Language Association, the Department of Audio-Visual Instruction, the National Education Association and the International Reading Association. It was later joined by the American Anthropological Association, the American Association for Teacher Education, the American Economic Association, the American Educational Research Association, the American Industrial Arts Association, the American Political Science Association, the American Psychology Association and the American Sociological Association.[81]

CONPASS had much in common with the leadership training institute. Its chief functions were clearly to evaluate programs (not separate projects) by employing contractors for that purpose, and to combine the prestige and power of its member associations in support of those programs. However, its membership was weighted heavily in favor of the academic disciplines (the "substance" of education), which BEPD began early to alienate by its thrust toward educational reform.

BEPD inherited its relationship to CONPASS, along with its OE initiator, and for a few years it played a limited role in EPDA operations, mainly in the evaluation of projects in the reduced Basic Studies Program. One notable event through which CONPASS sought to address more general problems of educational personnel development was a conference on "The Role of the Disciplines in the Continuum of Teacher Education", held at the Grove Park Inn in North Carolina, 1969.[82] The resulting report came too late; funding for new Basic Studies Projects ended that fall.

In 1970, the Consortium proposed to the Office of Education "that the resources of the organized disciplines be concentrated on teaching and teacher education, on a par with emphasis on research."[83] It was a bold proposal. No one will ever know whether it would have been honored by the university faculties which CONPASS -- twice removed -- represented. In any case, this proposal also came too late. OE/BEPD then had quite a different orientation, and the proposal was not accepted. CONPASS ceased to operate as a centrally-directed body in 1971, when the EPDA Basic Studies Program was practically defunct.

Thereafter, BEPD's strategy of collaboration with professional associations was implemented mainly with those groups whose primary interests lay in the field of teacher education. One of its most serious efforts to develop systematic relations and communications with such organizations and other constituencies was the establishment of task forces on relations with teacher organizations, the higher education community and school administrators. These groups attended professional meetings and other assemblies, mainly to interpret and get reactions to the Educational Renewal Proposal; and they prepared several sets of recommendations and reports.

For the most part, however, many influential professional groups were opposed to OE's effort to use EPDA as an instrument of educational change and social reform. Notable among them were the Council of Chief State School Officers, National Education Association, American Federation of Teachers, and American Personnel and Guidance Association. They and other groups worked continually with key members of the committees of Congress and with others inside the OE bureaucracy to thwart EPDA's reformist thrust. Some time afterward, Davies commented: "We failed to win the support of most of these groups for most of our important efforts."[83a]

Special Approach to Veterans

In October, 1972, President Nixon instructed executive departments and agencies to give preferential treatment to veterans returning from the Vietnam War.

> Education and employment are their most immediate priorities. As a responsible employer, the Government must continue to use every means available to meet the needs of those who have served their country... I want you to ensure that all managers, supervisors and personnel officials in your organization accept, as a personal challenge and obligation, the responsibility for extending maximum job opportunities to returning veterans.[84]

In response to this directive, OE made special efforts to enroll veterans in its EPDA programs. This was particularly true in recruiting for the Career Opportunity Program. On the basis of a 20% sample of 132 projects across the nation, it was determined that, as of March 1, 1975, 9.9 percent of all COP participants and 15.0 percent of all graduates of COP projects were veterans.[85]

Site Concentration

It is common in the field of education for evaluation of special programs or projects to conclude that they made "no significant difference", especially when appraised by the criterion of academic growth among students. Such findings may result from many different influences -- program conception and activities, qualifications of staff, implementing materials and procedures, monitoring, the length of time during which the program is operative, and the sensitivity and appropriateness of the measuring instruments used for evaluation purposes. Still another factor thought to be of relevance is that of "critical mass," i.e., whether the project provided involvement and training for a large enough number of persons in the school or school district or in the university to ensure desired changes.

The strategy of site concentration -- i.e., massive intervention -- developed serendipitously in the public schools of Louisville, Kentucky when it was discovered that there was an unusual and unusually effective combination of the resources of several EPDA programs with those of the state and local systems. An extended quotation from the initial progress report on the Louisville project describes its scope and nature.

> The BEPD's site concentration program centered in Louisville, Kentucky Public Schools combines the resources of the Career Opportunities Program, Teacher Corps, School Personnel Utilization, Special Education and Urban Rural School Development Program in a locally initiated effort to retrain and upgrade a staff in a differentiated pattern while involving new people in schools of the city. The project -- called variously project focus, and project impact, concentrates some 200 new people in 14 schools with a population of 10,353 pupils in Louisville's inner city under work and study programs combining training potential of Louisville Public Schools, University of Kentucky and University of Louisville. Direction is provided in a team structure which combines a coordinating teacher or team leader, a staff teacher, 3 or 4 teacher interns, 2 or more Career Opportunities Program education auxiliaries and 1 or 2 student teachers from regular university programs. Support for new programs' participants has been patched together by Louisville Public Schools from such

> additional resources as Title I, Head Start, Follow Through, Title VIII and local tax-based funds. This project will directly affect approximately 20 percent of the total pupil population in Louisville.[86]

The report notes several challenges and problems confronted in this site-concentration project, especially the maintenance of "flexible guidelines and broad parameters which permit response to local school needs and local initiative," "teacher difficulty in adapting to team teaching, the lack of classroom space to accommodate this staff differentiation and the need of more than anticipated planning time and resources to develop curriculum for inner city school children." Even so, "project officers and Bureau leadership intimately acquainted with the Louisville project" generalized that:

> 1. Given the climate for change and the probability of supplementary funding, local level creativity and initiative is maximum...
> 2. When well thought through plans are presented as a challenge to traditional practices the normally expected rigidity does not materialize...
> 3. The federal-state-local partnership is not only feasible, but is enhanced as the vitality and creativity of each component enriches the others...

The report concludes that, "With time and maintenance of sufficient program and salaries and expense funding levels, the Louisville, Kentucky site concentration program of BEPD promises insight and experience into the question of how we improve the delivery and quality of educational services to inner city school youngsters."[87] Louisville was seen as a prototype of more widespread development to come under the strategy of Educational Renewal.

Institutional Reform

Preceding sections of this chapter recount the emerging dominance of institutional reform as an objective of EPDA programs. Early efforts were directed mainly toward reforming programs of teacher education in colleges and universities, especially through the Training of Teacher Trainers Program. As noted, the goal was to make those programs more funtional by gearing them to the "real world" of the schools.

Such efforts continued in almost all of the EPDA programs and their projects. Probably the most notable example is the special project EPDA funded at Indiana University in 1972. It sought to achieve a radical reorganization of the division of teacher education -- "to provide all the training necessary for a teacher to attain the professional teaching certificate and to do it in a way that meets the educational needs of today's society."[88]

Indiana University had been notably successful as an applicant for EPDA (and other) grants. The head of its school of education, influenced by the Louisville example, agreed to forego all applications to the separate EPDA programs and to request instead an "institutional grant" much larger in cost and scope than any separate application to a single program could be. Indiana University, a prestigious institution and prime producer of teachers, was an excellent place to apply the site concentration and institutional reform strategies, for there was open concern among its key professors over the low status accorded there to the pedestrian business of training people to teach school.

The controlling leadership of EPDA never did have much confidence in the abiding effects of merely training individual teachers, even in "reform-oriented" programs. The argument was that whether they returned to their school or took new positions they would quickly accommodate to the nonfunctional patterns of education that prevailed so commonly. It was this point of view that led to the demise of the Basic Studies Program.

Under Don Davies' leadership BEPD early developed the rationale that the schools, (not merely the IHE's) need to be reformed if they are to use teachers effectively, and that probably the most functional "teacher education " comes through the collaboration of school staffs in planning and implementing the reform of their own schools. As expressed by Davies:

> ... Few will argue against the general proposition that the key to change in school programs is change in people: teachers, counselors, administrators, and others in the schools. If the schools are to change, the people who serve in them must be helped to develop new attitudes, knowledge, and skills. This postulate was a basic premise of EPDA. There is a corollary, however: changing individuals is necessary but not sufficient for systems change. Students of educational change such as Seymour Sarason have developed this point. An additional corollary is that the most effective staff development occurs when a member of a school staff is involved with colleagues in a significant effort to review some or all aspects of the school program and to plan and carry out new and improved programs.[89]

Thus, the strategy of institutional reform went through three stages: first the emphasis on training individuals, then a shift to the reform of college and university programs of teacher education, and finally the breakthrough to reforming schools at the local level. It was reflected in all EPDA programs; and, by 1972, its fruition was sought more directly through development of the comprehensive strategy of Educational Renewal.

Educational Renewal

"Educational renewal", simply defined, is the process by which a school maintains continuous growth toward maximally effective service to its students and community.

The notion of renewal usually involves a needs assessment, definition of goals, program planning and implementation, and the evaluation of outcomes -- undertaken again and again, in a never-ending cycle of progressive change. The Office of Education's grand strategy of educational renewal was to concentrate the resources of EPDA and its other related discretionary resources toward facilitating this process in schools across the country.

The main premises underlying this strategy are discussed at several points in this chapter. Essentially they are that the effectiveness of many of our schools has so decreased that major school reform is necessary; that such reform cannot be effected from without, but must come through the concerted efforts of personnel in the school itself, in concert with its community and in response to needs they perceive; that the development of educational personnel is best accomplished through the participation of teachers and administrators and other members of the staff in carrying through the renewal process in their own schools; and that the personnel-development resources available through OE can be used most effectively by fostering this concentration in the process of renewal at the local school level.

The BEPD/NERC/NCIES plans for implementing the renewal strategy contained special features and developments that warrant description or reemphasis.

It is important to recall that educational renewal was a strategy embraced by the entire Office of Education, not merely by BEPD and its successor. The National Educational Renewal Center, with its Deputy Commissioner for Development, was established as an umbrella agency that would be able to command, concentrate and deploy all discretionary funds available to OE rather than merely those authorized by EPDA alone. Thus it was that plans for the FY 72 budget placed

> The highest administrative priority ... on combining programs and otherwise removing bureaucratic impediments at the Federal level, so that school districts and colleges may more easily combine and package these programs in ways that meet their own needs.[90]

Something like the Louisville site-concentration model is obviously implied.

The basic plan was to establish about 200 educational renewal sites in rural and urban school districts across the country, each site to include a cluster of from 8 to 20 elementary, junior and senior high schools. As described by BEPD, sites would be selected by OE on the basis of nominations by State education agencies. Project direction at each site would be provided by an Educational Renewal Council representative of the school community, "including, for example, the staff of participating schools and universities, parents of the community served by the participating schools and other appropriate segments of the school district. Final authority and responsibility for the operation of the project funded rests with the local school board."[91]

> Fundamental to a site's activities and effectiveness will be a comprehensive assessment of the needs of students and the educational personnel that serve them, a determination of available resources and priorities -- local, state, and Federal -- and the development of a plan to meet those needs.[92]

The plan included the possibility of a center -- generally referred to as a "Teacher Center" -- at the renewal site, located near but separate from the schools, and providing resources for teachers and other personnel. This center "could serve as a mobilization point for technical assistance, training and retraining, evaluation expertise, dissemination of information about products of research and development, and other resources needed to meet the needs of the schools. In any case, the center would be administered by the site director under the Educational Renewal Site Council." [93]

This "Teacher Center", it should be noted, was a direct descendant of the "training complex" advocated in that early publication, Teachers for the Real World.

Program components for pupils and for the training of educational personnel would vary greatly from site to site, depending on needs assessments and established priorities. In the planning and development of programs, the "Educational Renewal Site Council may make use of colleges and universities to help with training, which will usually be conducted in the site schools;" and it "may also call upon business, industry and other community agencies for help."[94]

What was to take place at a renewal site would be "different from what has been done heretofore with Office of Education monies, for these reasons:

> By concentrating Federal, State, local and private resources, it will simplify the process and lessen duplication and fragmentation of efforts.
>
> By involving the States at every point in the process, the likelihood of combining other resources with those available from the Office for Development and the likelihood of spreading renewal throughout the State are greatly increased.
>
> By restricting the effort to a limited number of schools in a large urban district, for example, and by utilizing an Educational Renewal Site Council which strongly represents that particular area, it will be possible to build and increase the sense of community at the Educational Renewal Site and draw on the parents, and others for their share of the task of educating their children."[95]

The general thrust of educational renewal was similar to that of EPDA's TREND program (Targeting Resources on the Educational Needs of the Disadvantaged), which, too, was funded from several other OE programs. TREND also was to have been a process, rather than a "program" with prescribed content. It too worked through local governing councils to foster needs assessment and educational planning, community involvement, inservice teacher education and resource mobilization, with a focus on schools serving children of the poor.

Educational renewal also incorporated several of the specific strategies previously described: parity, community involvement, site concentration, and institutional reform, as reflected in BEPD's statement on renewal to the Office of Management and Budget.

> The renewal strategy is designed to institute innovation and reform in context; in context with the whole range of educational needs within a system and in context with the resources and experience of the teachers, students and community. This accomplishes two things. It first of all insures that the children will be receiving programs that are built into a total plan which does not stop and start in isolated classrooms or in isolated curricula. Secondly, it involves all the key people who make up the educational decision-making process for that system. The reforms and innovations that are instituted will be instituted for a reason -- to assist in the improvement of the educational environment for the children, and everyone will be represented in the process of identifying problems and selecting methods for solving them.[96]

The teacher center located at the renewal site would function under the aegis of the Educational Renewal Site Council, but would be a separate organization. A management component would be responsible for operation of the center. One or more program components would plan and conduct the training experiences. A resource and development assistance component -- part of a state-wide network -- would identify local innovations and effective practices and disseminate information about them to local educational agencies and institutions of higher education.[97]

There would be a resident center staff, given special training for their roles, and at various times a cadre of teacher trainers, human relations specialists, community members as trainers, and personnel from area universities. They would provide participating teachers with opportunity for a wide range of learning experiences, and make available to them a library of published and unpublished instructional materials. It was confidently expected that the teacher centers would serve to change teachers' instructional behaviors, making them more responsive to children's varying needs.

Another special feature of the renewal strategy was the "educational extension agent". In a role somewhat like that fulfilled for many decades by agricultural extension agents working with farmers, this official was to help stimulate and guide innovation in the schools.

> The Educational Extension Agent is a concept derived from the present understanding of innovation and reform. Experience has demonstrated that unless a responsible individual has personal knowledge of or contact with an innovation, there is little probability that he will be motivated to adopt that innovation. The written word is not a strong enough catalyst to achieve widespread adoption of an innovation, regardless of the strength of the words. Previous OE efforts at dissemination of education products and practices known to be superior to existing prevalent methods, have been ineffective because of reliance on the printed word, a film strip, a print-out, etc. The Education Extension Agent is designed to be the missing link. He will cover other schools in the area on a face-to-face basis. He will listen to problems and will perform two-way translation services between the constituent and the information base. He can discuss innovations on a personal level, can generate interest; and most importantly, can follow-up on that interest by supplying materials, experts, etc., to the interested party. Finally, he can provide feedback on obstacles and aids to adoption and thus contribute to a better understanding of that process.[98]

Plans for implementing the educational renewal strategy were well advanced by the spring of 1972. State Educational Renewal Coordinators had been appointed and their roles discussed in a conference on December 12-14, 1971, at Hotel Sonesta in Washington. Criteria for the selection of local renewal sites were formulated, and guidelines and a schedule for awarding them initial planning grants by June 15, 1972 were drafted. The activities of Educational Renewal Councils and the roles of OE Regional Offices were defined.

Flow-charts of planning developments were prepared. And as previously noted, BEPD (limited moderately to educational personnel development) was transformed into NCIES which was devoted solely to the improvement of educational systems. In the course of these planning activities, the Deputy Commissioner for Development sought -- with considerable success -- to gain control over and assemble for use by the National Center for Educational Renewal (NERC) most of the other discretionary programs in the Office of Education. Dr. Davies was able to add to his arsenal the new National Center for Educational Statistics, the National Center for Educational Communications, Program Follow-Through, the Supplementary Centers Program of ESEA Title III, the Title VII Bilingual Education Program, the Drop-Out Prevention Program, and others.

By mid-1972, the plans for educational renewal were complete, and OE was ready to launch its ambitious new program to reform the schools of the nation by fostering among them the process of continuous self-renewal.

Educational Renewal In Congress

As would be expected, such a major innovation as educational renewal aroused resistance from many quarters. There was opposition -- at least, serious questioning -- within the EPDA agency itself. Illustrative is Bigelow's

"A Modest Re-examination of the Proposed Educational Renewal Strategy" toward the end of 1971:

> The Educational Renewal Strategy does not yet have anything like a firm conceptual base; indeed, its conceptualization does not equal its political adroitness and, now that the die is cast, it is more important to shore up the former than to dwell further on the latter ... [99]

The thoughtful, single-spaced, six-page memorandum goes on to analyze and offer suggestions regarding a number of renewal concepts -- "teacher center", "self-renewal", "community", "renewal site", and others.

There was opposition to renewal plans from the OE bureaus that would be deprived of their discretionary programs in order to enhance the power of the new NERC. Equally strong opposition came from staff members responsible for the co-opted programs, the resources of which, under renewal, would be redirected and combined in ways certain to change the nature of the programs, destroy their autonomy, and -- not least of all -- give control of the programs to other persons.

Theoretical and operational questions about renewal were posed by a number of individual professionals in the field, and professional associations were mildly supportive or neutral or in opposition. The National Advisory Council on Education Professions Development raised a series of critical questions about renewal,[101] and later published a report on the subject.[102]

Opposition to renewal was especially strong among directors of on-going Federally-supported projects in the field. Foremost among them were projects of the Bilingual Education Program. They were numerous in California, and had an effective legislative lobby.

Inevitably, information about these concerns and opposition reached "the Hill"; and members of Congress began to inquire into the implications of the renewal strategy. At first there was only murmuring. Senator Hubert H. Humphrey, for example, wanted to know how many renewal sites OE planned to support in rural areas.[103] Others were mainly concerned about the impact of renewal on Federally-supported programs being conducted in their districts. But then came questions about the lack of legislative authority to consolidate programs and funds in support of renewal projects administered on a pre-selected site basis.

Senator Claiborne Pell, Chairman of the Subcommittee on Education, wrote Commissioner Marland in November, 1971:

> The tentative plans of the Office of Education to consolidate certain authorized programs into the so-called NERC proposal has generated much concern throughout the nation and in my own State of Rhode Island.
>
> ... I would urge you to very seriously consider the steps you may plan to take: first, from the legal question as to whether you have the statutory authority to consolidate the present programs; and, second, the impact of such consolidation upon the successful projects now being carried on in the field. I would appreciate your views on this matter.[104]

The Commissioner's response was largely an extended interpretation and defense of the educational renewal strategy, and it touched only lightly on the critical question of legislative authority. A few notable excerpts:

> The major component of my renewal strategy is something we have termed "Educational Renewal Sites." We intend this new administrative procedure (which will become operational in Fiscal Year 1973) to be the key element in our effort to make the Office of Education a forceful and effective advocate of renewal and reform in American education ...
>
> The renewal site strategy has been reviewed by HEW's Office of General Counsel, which has advised that it finds no legal infirmity in the basic concept underlying this approach ...
>
> I intend to make the Office an energetic agent of renewal and reform in education at all levels consistent with our statutory mission. ... I earnestly request your understanding of and support for these changes in OE so that our mutual desire to improve the education of all our children can be made a reality.[105]

Commissioner Marland conferred with Senator Pell in the latter's office on December 10, following which the Senator wrote the Commissioner "to clarify the situation with respect to our conversation on educational renewal sites..." His letter said that clear legal authority existed for funding renewal sites from the Cooperative Research Act, ESEA Title III, and EDPA Part D, but not from the Bilingual Education Act. The letter also stated, in part:

> During our conversation, I suggested that you might wish to experiment with twelve projects using the "free money" under the three authorities where the renewal site concept is permissible. However, ... if Senators are inclined to offer amendments to S.65a, the result may be that you would no longer have the authority to conduct experiments such as we discussed.
>
> ... I would say that any proposition involving the number of sites you propose, however, would constitute more than an experiment. I know you stated that a small number of sites would not be sufficient to have an impact on the country as a whole. In my opinion, I would question whether an experimental program ought to have an impact on the country as a whole, until it has been proven by experimentation.[106]

One week later, responding to another letter from Commissioner Marland, Senator Pell pressed the issue of legislative authority for renewal. He wrote, in part:

> However, your letter raises a question in my mind about our conversation on Friday, December 10 ... From the materials you enclose, I fail to find an indication that your proposal is experimental, or that you envision legislative authority for the program. ...
>
> ... In addition, I believe I have a responsibility to prevent the Congress from being presented with a "fait

> accompli" which would tend to force favorable consideration of legislation. ...
>
> ... I would hope that further proceedings by the Office of Education on the educational renewal site proposal are delayed until the Subcommittee on Education has had an opportunity to consider this matter. ...[107]

It is relevant to note that on the day this letter was written, the Conference of State Educational Renewal Coordinators was in session at Hotel Sonesta.

In January, 1972, Commissioner Marland made it clear to Senator Pell that OE intended to proceed with renewal-site planning grants to all states, and that it would not seek legislative authority for the educational renewal strategy. He wrote, in part:

> We would hope to provide planning funds for the development of possible renewal sites in all States that wish to participate, beginning in Fiscal Year 1973. However, our current estimate is that only about 20-30 pilot local renewal sites would actually be fully operational by the end of that fiscal year.
>
> As suggested in your letter of December 13, we have reconsidered the legislative authorities under which educational renewal would be carried out. It is our present intention to utilize appropriations under the Commissioner's discretionary program of Title III of the Elementary and Secondary Education Act, Part D of The Education Professions Development Act ..., and the Cooperative Research Act. Of course, school districts receiving funds under other Federal programs would be free to carry out the purposes of those programs in the context of the educational renewal-site approach.[108]

It should be noted, parenthetically, that the final decision not to seek new authorizing legislation was made by HEW Secretary Eliot Richardson.[108a] The decision came in the context of a more general political struggle between a Republican administration and a Democratic Congress. President Nixon's position was that, rather than more authorizing legislation, the need was to consolidate and administer existing legislation better. Some leaders of Congress, such as Representative John Brademas and Senator Pell, were very much upset in general by what they saw as executive incursions into Congressional authority. The educational renewal proposal was caught in the cross-fire of this broader struggle.

Upon receiving Commissioner Marland's letter, Senator Pell wrote to Secretary Richardson. He referred to his correspondence with Commissioner Marland and noted that Senator Alan Cranston, of California, had introduced an amendment to curb implementation of the renewal strategy -- but that he would not press the amendment "if the Department were to make such assurances as are necessary to satisfy the concerns of various Senators who have raised questions about the Commissioner's renewal site proposal". His letter also stated, among other things:

> The official means by which the legislative and executive branches may communicate under our form of government are pretty well limited to laws, resolutions, and statements of legislative intent, as well as testimony in hearings. If these means of communication are to be effective, there must be mutual regard for the legislative process by both branches of the Government. From the inspection of the Commissioner's education renewal site proposal, I do not find that kind of regard....[109]

Congressional concern about educational renewal soon broadened beyond Senator Pell and his Subcommittee on Education. In February, 1972, for example, Representative John Brademas wrote Commissioner Marland, posing twenty-three searching questions about the rationale and proposed operations of the renewal strategy, including its relations to the National Institute of Education and the President's policy of revenue sharing; but he did not raise the issue of legislative authority. The Commissioner's twenty-three page reply is a comprehensive summary of much that had been thought and planned about educational renewal.[110]

Congressional questioning about the legality of OE's plan to consolidate OE programs and funds for educational renewal sites continued to mount, and Davies and others advised Commissioner Marland to seek explicit authority for the renewal strategy.[111] Indeed, a bill was drafted in NCIES for that purpose, its initial sentence reading:

> The Commissioner of Education is authorized to fund the initial planning, development and operation of "educational renewal sites" and activities.[112]

It appears, however, that the proposed bill was never submitted to Congress; the Commissioner,backed by the Secretary, chose to initiate the renewal strategy administratively.

As viewed by Counsel to the Senate Committee on Education, the Commissioner's decision was prompted by unwillingness to delay the implementation of renewal: "Marland was in a hurry. It takes one to two years to get legislative authority, and that was too long. So he decided to go ahead without it."[113]

In any case, OE's decision to press forward with renewal through administrative action provoked strong reaction in Congress, especially in the Senate, where there lingered residual resentment over the way EPDA was pushed through in 1967 at the end of the fiscal year, without opportunity for amendments or a House-Senate conference. There was also some resentment over EPDA's phasing out of the Basic Studies program, with disregard for the agreement to continue support for the institutes and fellowships that preceded EPDA. Moreover, Congress, traditionally jealous of its prerogatives, interpreted this issue as a classic example of the long-standing conflict between the legislative and executive branches of government -- the one insisting upon strict adherence to the law, and the other seeking maximum flexibility in its administration.[114]

The issue was resolved by the Senate's adoption of the "Cranston Amendment" to the General Education Provisions Act. The amendment provides, among other things, that:

> (B) No provision of any law which authorizes an appropriation for carrying out, or controls the administration of, an applicable program shall be construed to authorize the consolidation of any such program with any other program unless provision for such consolidation is expressly made thereby. ...
>
> (iii) Nothing in this subparagraph shall be construed to authorize the funds made available for educational renewal sites under division (i) to be used for any activity not authorized by the law authorizing the appropriation of such funds...[115]

In explaining his amendment, Senator Cranston said, in part:

> Mr. President, the amendment I offer is designed to clear up a very confusing and unnecessarily complicated situation which has developed in the Office of Education in the last 5 or 6 months. The Commissioner of Education is proposing reorganizational schemes, new funding patterns, and program consolidations in order to implement the so-called educational renewal site strategy.
>
> ... The major component of the Commissioner's strategy was described as simply a new "administrative procedure". However, upon examination, this administrative procedure involves a great deal more than a simple internal organization matter -- it is a reorganization which is designed to change education programs now authorized by law in a manner, which I believe and the chairman of the Education Subcommittee (Mr. Pell) believes, is inconsistent with the intent of Congress.[116]

In the House, Representative Brademas sought to kill the renewal strategy completely, but the House-Senate conference agreed upon a compromise that permitted a few pilot renewal sites. In effect, OE's ambitious strategy of educational renewal had been stopped. Shortly after this development, Don Davies and Russell Wood and Commissioner Marland departed. The ambitious BEPD-NCIES was soon reduced to a single Division of Educational Systems Development which would administer what little remained of EPDA.

In the summer of 1974, Terrel H. Bell, the new Commissioner, wrote Senator Clairborne Pell in reply to his letter of August 9:

> Taking into consideration the full range of existing authority for teacher training and our current level of need, I believe that we should move for repeal of the EPDA authority other than those sections authorizing the Teacher Corps.[117]

A none-too-reluctant Congress complied, and the seven-year experience in the Office of Education with the Education Professions Development Act was ended.

Notes on Chapter III

1. "Summary of Recommendations Made by the Program Analysis Group in HEW that Have Implications for the EPDA", n.d., 2 pp.

2. As previously noted, P.L. 90-35 specified that most sections of the Act "shall be effective with respect to fiscal years beginning after June 30, 1968 ..." (Sec. 9).

3. Progress report by Commissioner Harold Howe, II to Joseph A. Califano, Jr., Special Assistant to the President, n.d., 7 pp.

4. Dwight W. Allen, Chairman, A Report to the U.S. Commissioner of Education: Planning the Development of the Education Profession, by the Planning Coordination Committee for the Education Professions Development Act, November 15, 1967, p. 1.

5. Ibid., p. 2

6. Ibid., p. 10.

7. The Bureau of Educational Personnel Development (BEPD) was established in February, 1968 to implement EPDA, and Dr. Davies was appointed Associate Commissioner for the Bureau later in that month.

8. The memo is attached in BEPD files to a May 22, 1968 form letter from Don Davies, announcing the extension of the deadline for TTT proposals to July 1, 1968.

9. Don Davies, "Teachers Will Be Professionally Educated", address at the annual meeting of the American Association of Colleges for Teacher Education, Chicago, Ill., February 27, 1970.

10. "Five Main Missions of the Office of Education (Prepared by BEPD)", n.d., circa July 1968.

11. From the "Preface" to a handbook for project directors, December 26, 1968.

12. "Bureau of Educational Personnel Development: 1972-1976," n.d., circa 1970, 15 pp.

13. "Program Memorandum on Education Programs in the Department of Health, Education and Welfare: Fiscal Years 1970-1974", December 1, 1968.

14. Memorandum from James E. Allen, Jr., Assistant Secretary/Commissioner of Education, to members of the staff, November 4, 1969. Dr. Allen served as Commissioner from February 3, 1969 to June 10, 1970.

15. Quoted in a memorandum to Joseph Froomkin from Gerald W. Elbers, Division of Assessment and Coordination, February 28, 1968.

16. Ibid.

17. From a 2-page memorandum by Gerald W. Elbers, n.d., circa August, 1970. The three programs referred to in this quotation are: Career Opportunities Program, Teacher Corps, and Urban/Rural School Development Program, all of which are described in Chapter IV of this analysis.

18. Don Davies, "Reflections on EPDA", Theory Into Practice, Vol. XIII, No. 3, pp. 210-217.

19. Samuel Halperin, interview, November 5, 1975.

20. "The Educational Renewal Site: A Brief Description", January 1, 1972, 3 pp.

21. Dwight W. Allen, op. cit., pp. 5-6.

22. "EPDA 'Think Group' Report", September 1, 1967, 5 pp.

23. Memorandum to Commissioner Harold Howe, II, October 30, 1967.

24. Ibid.

25. Dwight W. Allen, op. cit., p. 32.

26. Memorandum, Harold Howe, II, U.S. Commissioner of Education to "The Secretary" (of HEW), December 26, 1967.

27. Office of Education, Administrative Announcement, No. 69, February 8, 1968.

28. See Note #26.

29. Ibid., Attachment A. It should be noted that the Division of Program Resources was not funded to function as described on page 51.

30. "Bureau of Educational Personnel Development", February 12, 1968, a 1-page abridgement of BEPD structure and functions as stated in the Commissioner's 12/26/67 memorandum to the Secretary of HEW. For a list of the OE educational personnel programs "outside the Bureau" for which the Division of Assessment and Coordination had coordinating responsibility, see Appendix D.

31. Richard A. Graham to Harold Howe, II, January 22, 1968.

32. J. Graham Sullivan to Richard Graham, February 1, 1968.

33. On July 27, 1968, Commissioner Howe wrote Associate Commissioner Davies: "I accept Dick's resignation as Deputy Director", noting that he had authorized the "necessary steps to remove these duties from his official job description".

34. For example, an "OCDC" memorandum to Don Davies, June 10, 1971, reported on a hearing the previous day before the Committee on "Section 152 of the Pell bill", mandating "that the Director of the Teacher Corps hold a G5-18 position and report directly to the Commissioner". The memorandum noted, among other things, that "Senator Nelson is distressed that the Teacher Corps has never received the organizational independence in OE that the Senate intended".

35. "Education Professions Development Act (including the Amendments of 1972), Public Law 90-35", reprinted by the Department of Health, Education and Welfare, Office of Education, Bureau of Educational Personnel Development, n.d., 27 pp.

36. Alfred L. Alford, Assistant Commissioner for Legislation, to Harold Howe, II, Commissioner of Education, November 28, 1967.

37. Homer D. Babbidge, Jr. to Russell Wood, October, 1967.

38. "Bureau of Educational Professional Development", n.d., 4 pp. The document is attached in OE files to a February 24, 1969 memorandum from Joseph Froomkin, Assistant Commissioner for Program Planning and Development, HEW, soliciting comments on series of policy issues.

38a. These nine programs are: Career Opportunities Program, Teacher Trainer Program, Early Childhood Program, More Effective School Utilization Program, Teacher Leadership Development Program, Vocational Education Training Program, Personnel for Education of the Handicapped Program, School Administration Program, and Teacher Improvement Through Teacher Development Program.

39. "Involvement of the Basic Studies in EPDA", Gerald W. Elbers to Don Davies, October 28, 1969, 5 pp.

40. Donald Bigelow to Don Davies, September 15, 1969.

41. Donald Bigelow to Russell Wood, September 27, 1969.

42. Senate Committee Report, June 27, 1967, *op. cit.*, pp. 30-31.

43. Don Davies "To: Institutions, Agencies and individuals preparing to submit proposals requesting Federal support under the *Basic Studies Program of the Education Professions Development Act* (EPDA)", October 1, 1969.

44. Bernard Sisco, Assistant Commissioner for Administration, HEW, to Russell Wood, June 28, 1968.

45. Don Davies to Division Staff Directors and Branch Chiefs, January 10, 1969.

46. "790 MASS CHANGE", issued by Harold Suskind, Director, Personnel Division, HEW, n.d., 8 pp.

47. Don Davies to Leon Schwartz, Acting Assistant Commissioner for Administration, HEW, January 6, 1969.

48. Donald N. Bigelow to Russ Wood & Committee, March 16, 1971. The "Committee" referred to was the Mission and Organization Commitee, appointed by Davies in March, 1971, headed by Wood. The acronyms used in the quotation refer to the Bureau of the Budget (BOB) and the Career Opportunity Program (COP).

49. "Bureau of Educational Personnel Development Statement on Fiscal 1972 Funding", June 5, 1970, p. 9.

50. *Ibid*., pp. 9-10.

51. Don Davies to Sidney P. Marland, Jr. Dr. Marland was nominated by the President on September 22, 1970, was confirmed by the Senate on December 10, 1970, and was sworn in seven days later.

52. Minutes of the BEPD Executive Group Meeting, July 21, 1971.

53. Memorandum to All DCD Unit Chiefs on the "1973 Budget", Richard Carlson, OE Director of Planning, September 9, 1971.

54. Minutes of the BEPD Executive Group Meeting, September 29, 1971.

55. Don Davies to Division Directors, March 9, 1971.

56. S. P. Marland, Jr. to the Secretary of HEW, November 12, 1971.

57. The Secretary to Dr. Sidney P. Marland, Jr., January 26, 1972.

58. Reproduced from an administrative directive by Wesley Capar, "Schedule for Implementation Coordination Task Force Meetings: NCIES Decentralization of COP, UEPD and URSDP", September 11, 1972.

59. This summary description is based mainly on an interview with A. Bruce Gaarder, September 4, 1976. Dr. Gaarder served as Assistant Director of BEPD's Division of College Programs, and later as Assistant Director of NCIES' Northeast Division.

60. A. Bruce Gaarder to Donald N. Bigelow, January 14, 1972.

61. A. Bruce Gaarder, "Some points against the decentralization of NCIES", February 15, 1972.

62. Gerald W. Elbers, Chief, UPEP Branch, Northeast Division. to Professional Staff of the Northeast Division, November 10, 1972.

63. Executive Group Task Force on Reorganization to William L. Smith, November 14, 1972. The report was signed by Gerry Elbers, Joan Duval, Jim Rogers, Bob Mulligan, and Alan Brownsword -- all of the Northeast Division.

64. A Compilation of Federal Education Laws, op. cit., p. 3.

65. Education Amendments of 1974, Conference Report, Senate, 93rd Congress, 2nd Session, p. 179.

66. "EPDA - PHASE OUT: SUMMARY STATEMENT", August 14, 1973, 14 pp.

67. John R. Ottina, September 18, 1973 to June 5, 1974; and Terrel H. Bell, June 13, 1974 to July 30, 1976.

68. William Thomas Carter to William F. Pierce, Deputy Commissioner, Bureau of Occupational and Adult Education, July 16, 1974.

69. "What is the state of educational personnel -- in terms of supply, demand, competency and characteristics -- in the U.S. at the present time?", July 14, 1971, 21 pp.

69a. Letter from Don Davies, September 22, 1977.

70. Don Davies, "EPDA: An Inside Perspective", COP Bulletion 5, Volume II, 1974-75, pp. 1-14.

71. Written by B. O. Smith and published by the American Association of Colleges for Teacher Education, 1969.

72. Prepared for the Study Commission on Undergraduate Education and the Education of Teachers, University of Nebraska, 1972.

73. Don Davies, "Reflection on EPDA", op. cit.

74. Donald N. Bigelow, ed., "Introduction", The Liberal Arts and Teacher Education: A Confrontation, Lincoln: The University of Nebraska Press, 1971.

75. Malcolm M. Provus, The Grand Experiment, McCutchan Publishing Corporation, Berkeley, California, 1975, p. 1.

76. Ibid., p. 47.

77. An Evaluation of the 1970-71 Teacher Development For Desegregating Schools Program (Preliminary Draft), Human Affairs Research Council, New York, N.Y., August 1971, p. 458.

78. Don Davies, "EPDA: An Inside Perspective", op. cit.

79. Nathan A. Pitts, Division of Assessment and Coordination, to Don Davies, August 24, 1970. Dr. Pitts was Coordinator of the Leadership Training Institutes.

80. "The Associate Commissioner's OMB Presentation", n.d., circa 1970.

81. James L. Aldrich, "A Report on Lessons Learned in the Basic Studies Program of EPDA", pp. 17-18. See Appendix C.

82. *Ibid*., pp. 20-22.

83. *Ibid*., p. 20.

83a. Letter from Don Davies, September 22, 1977.

84. Richard Nixon, "Memorandum to the Heads of Executive Departments and Agencies", October 5, 1972.

85. *Summary and Detail Report of Career Opportunities Program Development and Implementation*, prepared by Public Systems, Inc. for Rutgers University Center for Experimentation in Teacher Education, September 1975, pp. 3a-4.

86. "BEPD's Site Concentration Program in Louisville, Kentucky", report to Richard Hayes, Office of the Commissioner, February, 1971, 6 pp.

87. *Ibid*.

88. "The Division of Teacher Education", School of Education, Indiana University, submitted to the American Association of Colleges for Teacher Education, November, 1973, p. 13. See also *The Reorganization of the Division of Teacher Education*, Indiana University, September, 1973.

89. Don Davies, "EPDA: An Inside Perspective", *op*. *cit*.

90. "Educational Personnel Development", n.d., circa 1971-72, 8 pp.

91. "The Educational Renewal Site: A Brief Description", January 27, 1972, 3 pp.

92. *Ibid*.

93. *Ibid*.

94. Ibid.

95. Ibid.

96. "Major Renewal Program Strategy", paper prepared for the Office of Management and Budget, November 1971, 7 pp.

97. "EPDA Program Strategies FY 1973: Teacher Centers", memo to all BEPD staff, July 15, 1971.

98. "Background Statement on Educational Renewal (Preliminary draft based on December 12-14, 1971 Conference of ER Coordinators)", n.d., 7 pp.

99. Donald N. Bigelow to Bill Smith and Wilton Anderson, Don Davies and Russ Wood, December 12, 1971.

100. Paul L. Niebanck to Commissioner Marland, November 16, 1971.

101. Mary W. Rieke, Chairman, letter and list of questions to Commissioner Marland, January 29, 1971.

102. A Report on Educational Renewal, National Advisory Council on Education Professions Development, Washington, D.C., May 1972, 17 pp., plus an extensive Appendix.

103. Letter to Commissioner Marland, November 29, 1971.

104. Letter of November 9, 1971.

105. S. P. Marland, Jr. to Honorable Claiborne Pell, December 3, 1971.

106. Senator Clairborne Pell to Commissioner Sidney P. Marland, Jr., December 13, 1971.

107. Senator Clairborne Pell to Commissioner Sidney P. Marland, Jr., December 20, 1971.

108. Commissioner Sidney P. Marland, Jr. to Senator Clairborne Pell, January 7, 1972.

108a. Letter from Don Davies, September 22, 1977.

109. Senator Claiborne Pell to Secretary Eliott Richardson, March 21, 1972.

110. Commissioner Sidney P. Marland, Jr. to Representative John Brademas, March 14, 1972.

111. Interview with Don Davies, October 2, 1975.

112. "Educational Renewal Site Program: Legislative Specifications", June 5, 1972, 12 pp. There were several previous drafts of this proposed bill.

113. Interview with Jean Frohlicher, November 20, 1975.

114. Interview with Albert E. Alford, OE's Assistant Commissioner for Legislation, December 1, 1975.

115. Congressional Record - Senate, February 29, 1972, pp. 2709-2710.

116. *Ibid.*, p. 2710.

117. Letter, n.d. Commissioner Bell was appointed by President Nixon on April 22, 1974, was confirmed by the Senate on June 5, 1974, and resigned on July 30, 1976.

IV. PROGRAMS AND COSTS

What Congress intended by passing the Education Professions Development Act, how the Office of Education perceived its mission, and the organizational forms and strategies it designed to implement the EPDA authority -- all these are developments on the level of the Federal government. The effect of it all on American education depended on what was done in the field, in the schools; and it is to this general question that attention is here directed.

OE developed 26 national programs under authority of EPDA, and it funded altogether nearly 3,000 local projects in those programs. OE also developed several EPDA "special projects" that were not a part of the regular programs, and allocated EPDA funds to several non-EPDA programs. The nature, scope and cost of these programs and special projects constitute the subject of this chapter. An initial overview is provided by a summary of relevant expenditures.

Expenditures

During the eight years of EPDA operations, Fiscal Year 1969 through 1976, OE spent almost $800,000,000 on program development, exclusive of $708,000 allocated to the National Advisory

Council on Education Professions Development, and not counting expenditures for EPDA Part E, which was administered by the Bureau of Higher Education.

Information on expenditures for the 26 national programs designed and implemented by the Bureau of Educational Personnel Development and its successors is shown in Table 1. It may be seen that $482,048,000, nearly two-thirds (61.7 per cent) of the $781,031,100 total, was budgeted for these 26 programs during the first four years of EPDA operations. Expenditures dropped sharply after the crippling amendments adopted by Congress in 1972, and even more sharply following the repeal in 1974 of all EPDA provisions except Teacher Corps and Part F, principally a graduate-level program of personnel development in vocational education.

Table 1. Total Expenditures for 26 EPDA Programs, by Fiscal Years: 1969-1976; Per Cent Each Year [a]

Fiscal Year	Total Expenditures	Per Cent of Total
1976	$ 53,258,200	6.8
1975	54,638,900	7.0
1974	88,837,000	11.4
1973	102,249,000	13.1
1972	129,202,000	16.6
1971	132,409,000	16.9
1970	112,587,000	14.4
1969	107,850,000	13.8
Total	$781,031,100 [b]	100.0

[a] Data supplied by the Division of Educational Systems Development, Office of Education (DESD).

[b] Not including $708 000 allocated to the National Advisory Council on Education Professions Development. Also not including expenditures for EPDA Part E, administered by the Bureau of Higher Education.

In addition to the $781,031,100 budgeted for the 26 national EPDA Programs represented in Table 1, DESD reported that EPDA funds were also used partially or wholly to support at least six other programs. They were not "EPDA programs", but were so-called "lay-ons", for which OE chose to use EPDA funds. More than $18 million was allocated to five of these non-EPDA programs for which information is available. They are listed below, together with the fiscal years and amounts involved.

Career Education (1969, 1972)	$ 5,824,000
Right to Read (1972)	3,371,000
Drug Abuse Education (1969 thru 1971)	7,570,000
Teachers for Correctional Institutions (1969 thru 1972)	1,049,000
Environmental Education (1971, 1972)	481,000
Drop-Out Prevention (not here known)	--
Total	$18,295,000

Thus, the total amount allocated to 26 national EPDA programs and 5 non-EPDA programs amounted to $799,326,100.

During the "phase-out" period, in Fiscal Years 1975 and 1976, total expenditures for national EPDA programs amounted to $107,897,100, distributed among only six programs as follows:

Teacher Corps	$ 75,000,000	(69.5%)
Vocational Education (Sec. 553)	19,000,000	(17.6%)
Urban/Rural School Development	10,753,000	(10.0%)
Career Opportunities Program	1,784,000	(1.7%)
Indian Education	680,050	(.6%)
Bilingual Education	680,050	(.6%)
Total	$107,879,100	(100.0%)

The funding for Teacher Corps during each of these two years was maintained at the level attained in 1973. After 1974, the allocation for Vocational Education was reduced slightly; and the allocations for the other four programs were cut drastically. These relationships are shown by the following comparisons.

	FY 1974	FY 1975	FY 1976
Teacher Corps	$37,500,000	$37,500,000	$37,500,000
Vocational Education	$11,268,000	$ 9,000,000	$10,000,000
Urban/Rural School Development	$ 9,529,000	$ 5,541,000	$ 5,212,000
Career Opportunities Program	$21,670,000	$ 1,784,000	$ -
Indian Education	$ 2,366,000	$ 406,950	$ 273,100
Bi-lingual Education	$ 2,311,000	$ 406,950	$ 273,100

Fiscal Years 1975 and 1976 were the years when most of what remained of EPDA was administered by the Division of Educational Systems Development, and expenditures went mainly to the support of local projects with multi-year funding that had not ended.

The duration of the several EPDA programs and the amounts of money allocated to those programs with budget lines during the eight-year period of operation are shown in Table 2. It may be seen that the range of total expenditures is great -- from $525,000 for the two-year Volunteers in Education Program to $260,628,000 for the eight-year Teacher Corps. More than two-thirds (70.6 per cent) of the grand total of $781,031,000 was allocated to the six programs listed at the top of Table 2. One-half of this total went to only two of these six programs -- Teacher Corps (33.4 per cent) and the Career Opportunities Program (16.6 per cent). As regards total expenditures, these were the "giants" of EPDA.

Table 2. Expenditures by EPDA Programs: 1969-1976, Listed in Rank Order of Totals; Fiscal Years of Program Support[a]

Program	Fiscal Years	Total Expenditures
1. Teacher Corps	1969 thru 1976	$260,628,000
2. Career Opportunities	1969 thru 1975	129,390,000
3. Vocational Education: General (Sec. 553)[b]	1970 thru 1976	61,021,000
4. State Grants (New Careers in Education)	1969 thru 1972	52,461,000
5. Trainers of Teacher Trainers	1969 thru 1973	48,257,000
6. Project OPEN	1973 thru 1975	(Incl. in TTT)
7. Urban/Rural School Development	1971 thru 1976	44,023,000
8. Teacher Centers[b]	1971 thru 1976	(incl. in U/RSD)
9. Exceptional Children (Special Education)	1969 thru 1974	32,744,000
10. Basic Studies	1969	21,521,000
11. Teacher Training in Developing Institutions	1969 thru 1972	20,359,000
12. Educational Leadership	1969 thru 1973	18,735,000
13. Early Childhood Education	1969 thru 1973	18,206,000
14. Pupil Personnel Services	1969 thru 1973	17,884,000
15. School Personnel Utilization	1969 thru 1973	11,254,000
16. Bilingual Education	1969 thru 1976	10,460,050
17. Vocational Education Leadership (Sec. 552)[b]	1969	9,965,000
18. Media Specialists	1969 thru 1972	7,829,000
19. Indian Education	1973 thru 1976	5,776,050
20. Competency-Based Teacher Education	1971 and 1972	4,827,000
21. Training Complexes[b]	1972	(Incl. in CBTE)
22. Attracting Qualified Personnel (Sec. 504)	1970 thru 1974	1,999,000
23. Protocol/Training Materials	1972	1,917,000
24. Targeting Resources on Educational Needs of the Disadvantaged (TREND)[c]	1972	1,250,000
25. Volunteers in Education	1971 and 1972	525,000
26. Management of Change	1974	d
Total	1969 thru 1976	$781,031,100

[a] See footnotes to Table 1.

[b] Items 3 and 17 are related programs, and are described together in this chapter. Although items 8 and 21 had separate budget lines, they constitute one program, and are herein described as such.

[c] Also funded from other sources.

[d] Financed by funds from other programs under EPDA, Part C.

Also evident from Table 2 are differences among programs in the duration of funding. Information on this point for Fiscal Years 1969-1976 is summarized in the following frequency distribution.

Number of Years Funded		Number of Programs
8		2
7		2
6		3
5		6
4		4
3		1
2		2
1		6
	Total	26

Seven (26.9%) of the programs listed in Table 2 were funded for 6, 7, or 8 years each; 10 (38.5%) for 4 or 5 years; 3 (11.5%) for 2 or 3 years; and 6 (23.1%) for 1 year only. Notable among the six programs funded for only one year is Basic Studies, which was dropped after 1969. In that fiscal year, its allocation of $21,521,000 constituted one-fifth (19.9%) of the $107,850,000 total for all 14 EPDA programs funded during 1969.

A rough idea of the "flow" of EPDA program development is suggested by the following tabulation of the number of different programs funded during each of the eight years of operation.

Fiscal Year	Number of Programs
1976	6
1975	8
1974	11
1973	15
1972	21
1971	18
1970	14
1969	14

The number of different programs increased from 14 in each of the first two years to 18 and 21, respectively, in Fiscal Years 1971 and 1972. The number dropped to 15 (i.e., by 40.0 per cent) in Fiscal Year 1973, and continued to decline until only 6 programs remained in Fiscal Year 1976.

These overall trends in expenditures and number of programs reflect developments discussed in Chapter III, notably shifts in OE policy and the interventions of Congress in 1972 and 1974.

There remains to describe the several programs designed and implemented under the authority of EDPA.

Program Review and Needs Appraisal

It will be recalled that Section 502 of the Act called for establishment of a National Advisory Council on Education Professions Development to review EPDA and other Federal educational training programs, to advise the Commissioner of Education, and to report annually to the President and Congress. Further, Section 503 of the Act called upon the Commissioner of Education to appraise the nation's educational personnel needs from time to time and to publish annual reports on the education professions. The activities undertaken in response to these provisions do not constitute "programs", but they are an important part of the EPDA experience.

National Advisory Council

President Johnson appointed the 15-member National Advisory Council on Education Professions Development in the fall of 1967, designating Lawrence D. Haskew, professor of educational administration, University of Texas, as chairman. Subsequent chairpersons included Mary W. Rieke, member of the Oregon State House of Representatives; George O. Cureton, reading consultant, East Orange, New Jersey; Larry J. Blake, president of Flathead Valley Community College, Kalispell, Montana;

Lyle E. Anderson, Jr., dean of Ft. Lauderdale College of Business and Finance, Ft. Lauderdale, Florida; and Walter Tice, president of the Yonkers Teachers Union, N.Y. The members of the council, as of January, 1969, are listed in Appendix F. [1]

The National Advisory Council established offices apart from the Office of Education, and assembled a staff of five persons -- executive director, associate director, research assistant, administrative assistant, and secretarial assistant. Joseph Young served as Executive Director through 1974, and was succeeded by George E. Arnstein.

The council met infrequently to discuss reports and issues prepared by its staff. At some of these meetings, selected personnel training programs were examined -- as, for example, at an early two-and-one-half-day meeting in Brownsville, Texas, where computer education, teacher centers, and the Indiana University training complex were discussed. Because its staff was small, however, the Council was unable to make systematic reviews of many programs.[2]

Members of the Advisory Council were said to be strong advocates of educational personnel development, which they perceived as critical to improvement of the nation's schools; and their meetings were generally addressed to substantive questions involved in EPDA programs. Its recommendations to the Commissioner of Education, however, were said by its first Director to have been side-stepped by adroit bureaucratic shuffling,[3] a judgment confirmed by several former officials of BEPD.

On-going activities of the Advisory Council's staff included preparing reports, responding to inquiries from members of Congress, testifying at Congressional hearings, and maintaining relations with OE's EPDA staff and with professional associations.

Probably the most important achievement of the National Advisory Council was the publication of a series of reports on selected aspects of educational personnel development:

Teacher Corps: Past or Prologue?, July 1975

Gatekeepers in Education: A Report on Institutional Licensing, April 1975

Staffing the Learning Society: Recommendations for Federal Licensing, April 1975

Search for Success, June 1974

Evaluation of Education: In Need of Examination, November-December 1973

Vocational Education: Staff Development Priorities for the 70's, March 1973

People for the People's College, Spring 1972

Report on Educational Renewal, March 1972

Windows to the Bureaucracy, January 1972

Leadership and the Educational Needs of the Nation, October 1969

Second Annual Report, January 1969

One of the reports, Windows to the Bureacracy, is a perceptive critique of the processes by which policy is formulated in the Federal government. It was enthusiastically acclaimed by a number of congressmen and others. As previously noted, the critical Report on Educational Renewal played a role in the debate over this controversial OE strategy.

The National Advisory Council on Education Professions Development, despite a valiant effort by its staff to secure its continued, autonomous existence, expired in 1976.

Commissioner's Annual Reports

The EPDA's provision concerning annual reports on the education professions by the Commissioner of Education calls for a comprehensive description of the "state of the art", together with OE plans for the allocation of related Federal resources. Specifically, Section 503(b) stipulates:

> The Commissioner shall prepare and publish annually a report on the education professions, in which he shall present in detail his views on the state of the education professions and the trends which he discerns with respect to the

> future completion of programs of education throughout the nation and the needs for well-educated personnel to staff such programs. The report shall indicate the Commissioner's plans concerning the allocation of Federal assistance under this title in relation to the plans and programs of other Federal agencies.

The first report under this provision, The Education Professions: 1968, was published in June 1969. This 377-page document, prepared by the BEPD Division of Assessment and Coordination, analyzes existing and anticipated personnel needs in public and private schools at all levels -- including preschool, elementary and secondary school programs; vocational, post-secondary vocational, and adult education programs; and undergraduate and graduate education. Two large appendices provide statistical information on educational personnel and descriptions of Federal programs which train educational personnel.

Subsequent reports, prepared by BEPD and other OE agencies, usually less comprehensive in scope, focus on specific issues related to educational personnel. For example, the second report, covering Fiscal Years 1969 and 1970, is addressed to concerns relating to the education of children of the poor. First it defines some of the major issues in educating low-income children in inner-city schools, and sets forth the Commission's plans for the allocation of EPDA funds for the improvement of education for low-income children. A second section analyzes recent studies and surveys relating to students from low-income families -- a pilot survey of staffing patterns in elementary and secondary schools which was conducted by the National Center for Educational Statistics, problems in the education of Mexican-American children, the role of junior colleges in serving low-income students, and projected needs for educational personnel in vocational and technical education for the economically disadvantaged.

These annual reports of the Commissioner, which continued through 1976, represent important contributions to the literature of the profession, and are relevant to theoretical analysis, empirical investigation and educational practice throughout the nation.

Overview of EPDA Programs

The 26 programs developed by EPDA, along with their durations and costs, are listed in Table 2. A more comprehensive overview of these programs is provided by the chart on pages 144 through 149. Information is summarized regarding the general purpose of each program, the target population to which it was addressed, the number of local projects funded, the number of persons trained, and, again, the fiscal years during which the program was funded. Descriptions of two of the "special projects" are also included. Page numbers in parentheses indicate the beginning points of the several program descriptions.

Two preliminary observations about the information in this 6-page summary chart are important.

First, the data concerning numbers of projects and persons trained are reasonably accurate for most programs, represent estimates for several programs, and are non-available for other programs. Careful record-keeping on program development was not a consistent practice in BEPD and its successors.

Second, the organization of the several programs into four functional groups -- A. To Improve Personnel Generally, B. To Improve Education for the Disadvantaged, C. To Meet Other Critical Needs, and D. To Develop Educational Leadership -- is somewhat arbitrary, and ignores considerable overlapping of functions. Most of the programs, for example, were directly concerned with improving education for children of the poor; but the four programs listed in group B are the ones in which this special concern was paramount. Similarly, whereas all of the programs sought to make some contribution to the improvement of educational personnel in general, the six programs described in group A are the ones in which this general purpose tended to predominate. Further, several of these group-A programs were clearly addressed to critical personnel needs and to the development of educational leadership; and the four group-D programs sought goals broader than the caption under which they are listed suggests. This overlapping of functions would be unavoidable in any classification of EPDA programs. The particular groupings here used are helpful in defining relative emphases.

Several generalizations emerge from analysis of the summary chart. First, the scope of these EPDA programs was very comprehensive; they were addressed to a wide range of functions relating to many different aspects of personnel development on all educational levels. Second, the predominating emphasis on critical personnel needs, as noted in Chapter III, is here evident; 15 of the 26 programs (groups B and C) were focused primarily on such needs, which were also of concern in many other programs. Third, the BEPD/NCIES emphasis on institutional change is reflected by even the brief descriptions here provided of the several programs and two special projects. Fourth, several thousand state and local school systems and institutions of higher education were involved in these programs and special projects. The incomplete data of the chart indicate that projects were funded in an aggregate of more than 2,700 of these agencies, including all of the SEAs; although it is not known how many different LEAs and IHEs were involved. Fifth, probably many more than 300,000 persons participated in these training programs. The aggregate number of persons trained as shown

EPDA PROGRAMS: SUMMARY CHART

TITLE AND PURPOSE OF PROGRAM	TARGET POPULATION	NUMBER OF PROJECTS	NUMBER OF PERSONS TRAINED	FISCAL YEARS FUNDED
A. Programs to Improve Educational Personnel Generally				
1. BASIC STUDIES: to improve effectiveness of educational personnel through advanced training in subject fields and how to teach them (p. 152)	preservice & in-service teachers	298 IHEs	16,374	1969
2. TRAINING OF TEACHER TRAINERS: to reform teacher education through improving competence and attitudes of professors of graduate education, emphasizing parity relations among university, school system and community (p. 158)	IHE & LEA personnel	61 IHEs	about 27,000, (part-time & full-time)	1969-73
3. PROTOCOL AND TRAINING MATERIALS: to increase effectiveness of teacher education through development and use of filmed and other displays of those specific concepts and behaviors which the teacher is expected to master (p. 167)	IHE Personnel, film-makers, pre-service and in-service teachers	1 SEA & 16 IHEs	1 SEA and 16 IHEs	1972
4. COMPETENCY-BASED TEACHER EDUCATION: to support and promote the demonstration of the specific competencies required for good teaching rather than training on the basis of "courses" taken and "credits" earned (p. 171)	SEAs, LEAs, IHEs, pre- and in-service teachers		15,000 (incl. meetings)	1971-72
5. SCHOOL PERSONNEL UTILIZATION: to promote "differentiated staffing" in schools, i.e., replacement of the present single-category and single-salary scale with a multi-staffed scale recognizing a variety of teaching functions, abilities and needs (p. 176)	in-service teachers, admins. & community personnel	23 LEAs & 12 IHEs	4,107 admins. teachers and others	1969-73
6. TRAINING COMPLEXES; to provide comprehensive training for teachers in a given region through use of all resources in the area in a variety of settings, on a long-time, short-time or part-time basis and on all grade levels (a forerunner of "teacher centers") (p. 184)	preservice & in-service	9 training complexes		1972

continued

EPDA PROGRAMS: SUMMARY CHART (continued)

TITLE AND PURPOSE OF PROGRAM	TARGET POPULATION	NUMBER OF PROJECTS	NUMBER OF PERSONS TRAINED	FISCAL YEARS FUNDED
7. TEACHER CENTERS: to improve education through in-service training and development programs for teachers at special-purpose centers, emphasizing responsiveness, independence or parity in governance, program design and needs assessment (p. 184)	pre-service and in-service teachers	4 teacher centers	teachers, IHE, LEA & SEA personnel	1971-76
B. Programs to Improve Education for the Disadvantaged				
8. CAREER OPPORTUNITIES PROGRAM: to enable persons from disadvantaged groups to prepare themselves and work as classroom aides and study to become fully certified teachers (5-year grants) (p. 191)	paraprofessionals	132 IHEs & LEAs	14,000, mainly paraprofessionals	1969-75
9. URBAN/RURAL SCHOOL DEVELOPMENT: to improve education in selected schools with low-achieving pupils from poor families, by giving maximum control of those schools to their teachers working with strong oversight from a school community council of parents and other adults (5-year grants) (p. 199)	LEA personnel w/IHE & community representatives	27 LEAs	490 LEA and community personnel	1971-76
10. TARGETING RESOURCES ON THE EDUCATIONAL NEEDS OF THE DISADVANTAGED (TREND): to improve education through an 8-step process of cooperative planning and development, based on an assessment of local needs, emphasizing the combination of resources, Federal and State to assure maximum and optimum impact. (Prototype of "educational renewal") (p. 206)	IHE, LEA & community personnel	12 LEAs	12 LEAs	1972
11. TEACHER CORPS: to attract and train bright young college graduates and upper-classmen to work in teams as interns under experienced teachers in schools serving low-income populations, usually in 2-year cycles. (p. 210)	mainly prospective teachers, recently experienced		over 7,000	1969-76

continued

EPDA PROGRAMS: SUMMARY CHART (continued)

TITLE AND PURPOSE OF PROGRAM	TARGET POPULATION	NUMBER OF PROJECTS	NUMBER OF PERSONS TRAINED	FISCAL YEARS FUNDED
C. Programs to Meet Other Critical Personnel Needs				
12. EARLY CHILDHOOD EDUCATION: to increase supply of educational personnel for children, ages 3-9, emphasizing the needs of disadvantaged children (p. 217)	all levels and varieties of early childhood education personnel	52 IHEs	12,063	1969-73
13. EXCEPTIONAL CHILDREN: to improve opportunities for exceptional children, both the gifted and the handicapped, and in the case of the latter to make it possible for many of them to be with normal children in regular classrooms (p. 224)	TT's, admins., in-sevice teachers & personnel	213 IHEs, SEAs & LEAs	22,974 TT's admins, supervisors, support personnel & teacher aides	1969-74
14. NEW CAREERS IN EDUCATION: to encourage youths and others toward educational careers, especially for and from disadvantaged areas (p. 229)	paraprofessionals & youth in secondary schools	13 (incl. many consortia, LEAs & IHEs)	3,766 parents paraprofessionals, secondary students & in-sevice teachers	1970-74
15. STATE GRANTS: to attract and qualify teachers to meet critical teacher shortages, especially for work with the disadvantaged (p. 234)	pre-service teachers	All SEAs & over 1,300 IHEs	57,784 aides & teachers	1969-72
16. PUPIL PERSONNEL SERVICES: to train educational personnel to provide guidance, psychological social and health services, especially for the disadvantaged, and emphasizing parity (p. 239)	in-service teachers & college professors of quidance	48 IHEs in 6 clusters, later 41 IHEs in 7 centers	degree candidates, personnel from IHEs LEAs & communities	1969-73

continued

EPDA PROGRAMS: SUMMARY CHART (continued)

TITLE AND PURPOSE OF PROGRAM	TARGET POPULATION	NUMBER OF PROJECTS	NUMBER OF PERSONS TRAINED	FISCAL YEARS FUNDED
17. VOCATIONAL EDUCATION: (1) to develop leadership in vocational education through fellowships for advanced training and development at the graduate level (Sec. 552); and (2) to provide a wide range of in-service training and other services in vocational education (Sec. 553) (p. 247)	pre-service in-service vocational ed. personnel & IHE & SEA voc. ed.	32 IHEs(552) 50 SEAs(553) (in consortia w/IHEs, LEAs & community	(552)1531 degree candidates; (553) 54,843 in 1975 alone	1970-76 (Sec. 553) 1969 (Sec. 552)
18. BILINGUAL EDUCATION: to train teachers and teacher trainers to provide instruction through the non-English mother tongue to bilingual children (p. 255)	teachers and teacher trainers	34	c. 1,020	1969-76
19. INDIAN TEACHER EDUCATION: to train American Indians for careers in education as teachers, particularly in schools which enroll Indian children (p. 262)	American Indians	27 IHEs & others organizations	1,252 teachers and aides	1973-76
20. VOLUNTEERS IN EDUCATION: to train and increase use of volunteers and coordinators of volunteer services in the schools, especially for the disadvantaged (p. 266)	pre-service and IHE personnel	19 LEAs, IHEs & SEAs	10,303 volunteers and coordinators	1971-72
21. TEACHER TRAINING IN DEVELOPING INSTITUTIONS: to strengthen teacher training programs at predominantly black universities and colleges, to retrain personnel for schools undergoing desegregation, improving credentials of those displaced by desegregation, and emphasizing cooperating teams of black and white teachers (p. 270)	in-service teachers, administrators	105 at 52 IHEs	c. 3500 degree candidates	1969-72

continued

EPDA PROGRAMS: SUMMARY CHART (continued)

TITLE AND PURPOSE OF PROGRAM	TARGET POPULATION	NUMBER OF PROJECTS	NUMBER OF PERSONS TRAINED	FISCAL YEARS FUNDED
22. MEDIA SPECIALISTS: to train personnel for service in various administrative and other functions (e.g., direction of production, instructional analysis, etc.) which require media specialists (p. 276)	-	-	-	1969-72
D. Programs to Develop Educational Leadership				
23. VOCATIONAL EDUCATION LEADERSHIP DEVELOPMENT: (See item 17 above; Sec. 552 of EPDA)				1969
24. EDUCATIONAL LEADERSHIP: to recruit, train and place candidates (from fields other than education) in administrative positions in education (p. 279)	pre-service admins, IHE personnel	8 IHEs	64 fellows	1969-73
25. MANAGEMENT OF CHANGE: a one-year program of graduate fellowships focused on strategies for bringing about reform in LEAs and IHEs (p. 287)	teams of admins. supervisors & in-service teachers	21 IHEs	543 degree candidates	1974
26. PROJECT OPEN: a strategy for fostering educational reform by developing networks of interaction including educators and representatives of other major societal groups which impinge on education (p. 291)	selected superintendents, deans, principals, IHE officials & community leaders	LEAs, cities SEAs & IHEs	target population	1973-75
E. Special Projects				
27. TEACHER EDUCATION AT INDIANA UNIVERSITY: a comprehensive effort to raise the status of teacher education, and to make it responsive to needs of the schools rather than to the needs of the university and its faculty, particularly the graduate faculty in education (p. 300)	pre-service teachers	1 IHE	pre-service teachers, IHE & LEA personnel	1973-75

continued

EPDA PROGRAMS: SUMMARY CHART (continued)

TITLE AND PURPOSE OF PROGRAM	TARGET POPULATION	NUMBER OF PROJECTS	NUMBER OF PERSONS TRAINED	FISCAL YEARS FUNDED
28. STUDY COMMISSION ON UNDERGRADUATE EDUCATION AND THE EDUCATION OF TEACHERS: to improve U.S. education through critical analysis of teacher education, pertinent law, certification practices and educational alternatives, with emphasis on strengthening the sense of community; make recommendations and publish findings (p. 304)	all educational personnel	15 investigative committees	broad, nationwide average	1971-74

ABBREVIATIONS:

LEA = local education agency
SEA = state education agency
IHE = institution of higher education
admins = administrator

NOTE: Items 6 and 7 are hereinafter described as one program, as are items 17 and 23. Program descriptions begin on the pages noted in parentheses.

by the incomplete data of the chart exceeds 246,000, and many more participants are suggested by such general notations as "target population" and "preservice teachers" in institutions and school systems involved.

It will be recalled that Congress intended for EPDA services to be distributed fairly generally throughout the country and outlying territories. Illustrative of the extent to which this was done are the data of Table 3, showing the number of projects in each state and territory for Fiscal Year 1972, when the development of EPDA was at its peak.

It may be seen from Table 3 that, during Fiscal Year 1972, there were 5 or more EPDA projects in each of the 50 states and the District of Columbia, and 3 or more in each of 5 territories. More than one-third of these projects (37.3 per cent) were located in 9 of the more populous states -- California (61), New York (43), Texas (36), Florida (33), Ohio (29), Pennsylvania (27), North Carolina (27), Michigan (24), and Illinois (23).

Further insight into the nature and scope of the programs developed under EPDA is provided by the descriptions that follow. Most of these descriptions are digests of comprehensive reports on 21 programs that were prepared for use in this study (Appendix C), supplemented in some cases

Table 3. Number of EPDA Projects, by States and Territories: Fiscal Year 1972[a]

State	No. of Projects	State/Territory	No. Projects
Alabama	17	Nevada	8
Alaska	5	New Hampshire	7
Arizona	12	New Jersey	18
Arkansas	7	New Mexico	12
California	61	New York	43
Colorado	22	North Carolina	24
Connecticut	13	North Dakota	7
Delaware	6	Ohio	29
District of Columbia	13	Oklahoma	9
Florida	33	Oregon	16
Georgia	18	Pennsylvania	27
Hawaii	5	Rhode Island	7
Idaho	5	South Carolina	14
Illinois	23	South Dakota	9
Indiana	13	Tennessee	16
Iowa	12	Texas	36
Kansas	13	Utah	10
Kentucky	17	Vermont	8
Louisiana	12	Virginia	17
Maine	8	Washington	18
Maryland	13	West Virginia	9
Massachusetts	20	Wisconsin	12
Michigan	24	Wyoming	6
Minnesota	13	American Samoa	3
Mississippi	14	Guam	3
Missouri	19	Pacific Trust	3
Montana	8	Puerto Rico	7
Nebraska	10	Virgin Islands	3
		Total	812

[a] "FY 1972 NCIES Projects (excluding OAC transfers which are listed separately)". "OAC" refers to the Office of Associate Commissioner. Listed separately under OAC are 62 Right to Read projects in 42 states, and 6 miscellaneous projects in 2 states.

by data from other sources. Descriptions of the other programs and special projects are based on documents cited in each case. The programs and projects are grouped as in the preceding "EPDA Programs: Summary Chart".

Programs to Improve Educational Personnel Generally

Six programs are included in this category.

Basic Studies

The Basic Studies Program, as previously noted, was a continuation of the teacher-training institutes and graduate fellowship programs begun under the National Defense Education Act of 1958. It was funded under EPDA Parts C and D, mostly D.

This program encouraged and supported projects for the training of teachers and other educational personnel who wanted to become more competent in a particular academic discipline and wanted to teach it more effectively in the schools. Eligible participants included experienced elementary and secondary school teachers, prospective teachers holding the B. A. degree, directors of instruction and curriculum, supervisors of teachers, trainers of teachers, and sometimes teacher aides.

Training projects were part-time, full-time, or both, for short periods (usually not less than 6 weeks) or for the entire academic year, sometimes including a summer. There were 298 academic-year projects in Fiscal Year 1969, including 16,374 participants in 17 subject areas, at a cost of $20,397,521, as shown in Table 4.

Table 4. Number of Projects and Participants and Cost in the EPDA Basic Studies Program: FY 1969

Subject	Number of Projects	Number of Participants	Cost
Arts & Humanities	19	641	$ 1,066,200
Bilingual Education	5	188	619,690
Civics	16	955	1,128,800
Economics	10	276	929,433
English	51	5543	3,184,523
ESOL	19	605	1,290,419
Foreign Languages	35	1257	2,412,509
Geography	14	624	789,331
Health & PE	15	1812	640,544
History	30	912	1,957,685
Industrial Arts	21	412	1,099,815
International Affairs	9	425	520,000
Mathematics	14	479	1,051,265
Reading	22	604	1,887,460
Science	5	376	282,742
Social Studies	11	635	1,047,005
General Elem. & Sec.	2	630	490,000
TOTALS	298	16,374	$20,397,521 [a]

[a] In addition, $944,260 was expended for the 1969 summer component of 33 ExTFP projects.

This total of $20,397,521 does not include 176 projects under the Division of College Programs in 1969, involving 1,458 participants and costing $9,899,445.

The Basic Studies Program was the only EPDA program to address itself primarily to the substantive content of education and related pedagogical concerns. In Fiscal Year 1969, it was the largest EPDA funding category. In FY 1970, $13,000,000 was allocated to this program; but subsequently other priorities reduced this amount, first to $8 million, and then to $4 million. This latter sum was used on the four areas of political science and bilingual education. The inclusion of reading and bilinqual education, both of which necessarily emphasize process, means that basic studies had been reduced to the $2 million level.

There was no legislative mandate that projects funded under Basic Studies aim at the disadvantaged or students from low-income families, handicapped students or minorities; but projects with these components were encouraged by those administering the program.

Funding grants were made to institutions of higher education and to local and state education agencies. Funding was on an annual basis, but planning by the agencies for longer periods was encouraged.

The case of the Basic Studies Program, virtually defunct after 1969, is central to an understanding of the orientation and the course of development of EPDA. Briefly stated, Basic Studies represented the simple view that it is easily possible to improve the effectiveness of instruction by enhancing teacher's knowledge of subject-matter content and their understanding of the characteristics of the learners. What quickly became the dominant view in BEPD was more complex. It held that increased mastery of subject-matter content is relatively unimportant for the improvement of instruction, that the efforts of even the best teachers are thwarted by institutional resistance to change, and that what really matters are the educational processes (e.g., methodology, attitudes) and the system (i.e., inter- and intra-group relationships of status and power). Thus, as one insightful OE official put it "The ingenuous faith of the Basic Studies proponents in the sufficiency of the 'good teacher' was replaced by the ingenuous faith of the professional educators in the reform of the instructional process and reform of the whole system." As noted in Chapter III, this conflict of views came to be expressed in a power struggle between representatives of the "liberal arts and disciplines" and "professional education", and no less between the universities and the schools.

Even after the virtual demise of the Basic Studies Program (BSP), however, there were several related developments addressed to its general purpose.

A Leadership Training Institute (LTI) for Basic Studies was formed in a vain attempt to assure that the academic concerns of BSP were reflected in the development of other EPDA programs.

Early in 1972, NCIES established six Field Task Forces on Improvement and Reform of American Education. One of them operated under the label of the Basic Studies, and was made up of professionals from a variety of academic fields. Most of them had held leadership roles in previous Basic Studies programs under NDEA and EPDA. This Task Force was not funded, but its report was of significance. It concluded, among other things, that the Federal funds previously expended for Basic Studies had been useful and productive.

There were two major reports, Project Impact and Teachers as Students, that attempted to assess the accomplishments of the Basic Studies program activities (both under NEDA and EPDA), including the Title XI summer institutes and the closely related 1967-8 Experienced Teacher Fellowship Program, (ExTFP). The general conclusion -- not unlike those characteristic of virtually all evaluations of teacher education programs -- was that although it was impossible to deny that participants in those intensive training projects learned more about their subjects and how to teach them, it was no less impossible to demonstrate any observable change in students' classroom behavior or learning.

As previously noted, the Consortium of Professional Associations for Study of Special Teacher Improvement Programs (CONPASS) was organized prior to EPDA, later came to be closely associated with the Basic Studies Program, and continued for a while after the Basic Studies Program ended. It sought to coordinate the activities of various groups in assessing the effectiveness of programs designed to improve the subject-matter competency of classroom teachers, and also to develop communication between evaluation specialists and leaders in the basic studies fields.

CONPASS was funded directly by OE from Fiscal Year 1967 to 1971, in amounts that varied from $287,100 to $777,824 annually; and it also received funds through contracts with institutions of higher education (a total of $465,700). In all, CONPASS received $1,243,524. With these funds CONPASS undertook to evaluate Basic Studies activities, deciding which areas to study, and attempting to bring member associations into communication with one another and with teacher education. It issued some 17 publications before the Fall of 1970, mostly evaluation reports on EPDA programs, and also published a newsletter.

All of these developments were attempts to resolve the conflict that centered around the Basic Studies Program -- between early emphasis on teacher education designed to prepare individuals for effective service in existing institutions, and the later EPDA emphasis on effecting institutional change in schools, in institutions of higher education, and even in the larger society. They reflected concern in many quarters that EPDA was moving toward goals inconsistent with Congressional intent.

Trainers of Teacher Trainers

The Trainers of Teacher Trainers Program (TTT) undertook to effect widespread and abiding change in education by altering the priorities, attitudes, values and behavior of graduate school professors -- and through them a vast number of other teacher trainers and teachers -- in the direction of needed improvement in the process of education. TTT attempted also to reconcile the conflicts between those whose priority was to train educational personnel in the basic disciplines (especially the sciences and mathematics) and in defense-related professions, and those who sought mainly to train personnel for more effective education of the disadvantaged.

The program administrators in OE saw three major weaknesses in the use of Federal teacher-education funds prior to TTT. First, experience had shown that however excellent a Federally-funded project might be (with resources for selecting the best staff and the most promising students and for enrichment of the training experience in many ways), it was always small in comparison with the university's total program of teacher education; and that the Federal project came and went, leaving that total program unaffected. Second, it was obvious that in most schools and departments of education the training of teachers (supposedly a central concern) was low-status, low-paid work in comparison to the prestigious status of "research". Third, even if all Federally-supported projects were "perfect", they could provide training for only a very small percentage of the teachers and teacher trainers in the country.

The overall approach of TTT was to address these problems through five major strategies:

1) to focus on the direct, close involvement of the top level of graduate school professors in the teacher-education program, and to recruit as participants those who would become trainers of teachers;

2) to achieve a balance ("parity") between the producers of educational personnel and the consumers of educational personnel (i.e., the schools, the students, and the community;

3) to include in the program the best of recent educational developments and deal with critical current educational issues;

4) to institutionalize improvements resulting from TTT projects; and

5) to develop approaches through each project that would achieve a maximum multiplier effect.

Graduate professors of education were seen as the key focus for implementing the "multiplier effect" strategy. Their role in training a new breed of doctoral fellows and in reorienting those presently teaching in graduate schools could lead to improvement in undergraduate teacher education. Through better performance by undergraduate professors (the teacher trainers), a greater number of preservice and inservice teachers could be influenced than in any other way. These newly-trained teachers would, in turn, reach and influence the greatest possible number of students.

The strategy of "parity" undertook to involve all concerned parties in the planning. Through cooperative planning, it was thought, the best training would be assured. Parity began as a three-way interaction of professional educators, liberal arts faculty, and school personnel; but later there was increased effort to involve community representatives.

This increased emphasis on community involvement emerged, in large measure, from debate at the tumultuous meeting of national educational leaders involved in planning TTT, in Tuscon, Arizona during the Spring of 1968. TTT was then in its final planning stage, and the meeting coincided with the assassination of the Reverend Martin Luther King, Jr., and the ensuing riots. These cataclysmic events awakened the planners to the realization that they had given no thought to racism and how it operates pervasively to lessen the educational opportunities of Black, Mexican-American, Puerto Rican and American Indian children. There developed a spirited discussion of this question, with the result that plans were drawn that enabled TTT to become -- mainly through implementing the strategy of parity -- a notably strong instrument for combatting racism in the education of teachers.

Application of this principle of parity gave rise to some of the most successful TTT activities, addressing the "real-world" needs of children and society. Conflicting opinions among the parity groups (administrators, parents, support personnel in the schools, inservice and preservice teachers, city officials and university personnel), produced a wide variety of policies, perspectives and activities, sometimes difficult to implement and always hard to evaluate. Nevertheless, institutions previously isolated from one another were forced by TTT to interact. Even more important, through participation in the parity process, the trainers of teachers, themselves, were forced to question and abandon many of the old self-serving models.

Between 1969 and 1973, 65 proposals for TTT projects were submitted for consideration; and 61 were approved -- at 58 universities in 24 states and the District of Columbia. Most of the projects received multi-year funding. Some projects were for planning programs, others for pilot testing, and others for full operation. The total cost of all TTT projects, shown in Table 5, was $49,000,000.

Table 5. Costs, Types and Numbers of TTT Projects: 1969 to 1973

Fiscal Year	Cost (in millions of dollars)	Types and Numbers of Projects	Totals
1969-70	11.8	14 planning 10 pilot 34 operational	58
1970-71	13.7	8 pilot 34 operational 1 unclassified	43
1971-72	10.3	33 operational	33
1972-73	13.2	26 operational	26

The Leadership Training Institute for TTT met for the first time in March, 1969, primarily to consider how parity could be implemented more effectively. As TTT developed, the LTI assessed the effectiveness of the program as a whole, and disseminated relevant information among projects. After projects were approved and organized into regional clusters, the LTI co-sponsored a national meeting with the clusters to explore the relationship of cultural pluralism and the nation's schools. The LTI also organized some of the documentation for TTT, including five publications. It issued papers on the nature of parity and its implementation, conducted meetings with cluster leaders and project directors, and sponsored site visits to projects in November and December of 1969, and in May of 1970.

TTT was more thoroughly evaluated than any other EPDA program, which gave rise to countless essays, articles, books and dissertations. The main evaluation was done by the Evaluation Research Center (ERC) at the University of Virginia, which produced several interim reports and a six-volume final report.[4] Many site visits were arranged. All project activities were reviewed, analyzed and appraised. Four projects were studied in depth: the City University of New York project (with its subordinate projects at Hunter College, Brooklyn College, Richmond College and City College), the Worcester-Clark University project in Massachusetts, the Appalachian State University project, and the Texas Teacher Center.

As regards the primary goal of TTT, the training of trainers of teachers, ERC estimates showed that approximately 27,000 persons received training in TTT projects. Although some categories overlapped, this total included some 4,000 education faculty members, 545 liberal arts faculty, 1,500 trainers of teachers, 4,000 elementary and secondary teachers, 460 school administrators, and 17,000 college and university students and community persons.

ERC also found that the most common practice of TTT projects in implementing parity (apart from decision-making on policy) was to use a member of the school community as a "resource person" in the classroom or in seminars with undergraduate and graduate trainees. Twenty projects tried this approach and usually reported success. In several projects, aides chosen from nearby communities were trained to work with TTT undergraduates and to orient them to community needs. Another approach to parity was to enroll members of minority groups as education undergraduates in TTT projects. Still another was to involve community people by placing non-academic representatives on official TTT committees organized to oversee entire projects. Three universities reported positive results from community input in this effort, and one said a program "truly representative of the community's educational needs" had so developed. However, the parity strategy was found to be less successful than its ardent proponents had hoped.

TTT's approach to developing new educational methods was broadly achieved, according to ERC findings, since innovation was at the core of most projects and certainly a major concern of the national management. At least 23 projects sponsored changes in classroom programs and procedures. Among these were 8 teaching centers and 9 resource centers focusing on media, bilingual education and history. Included was an experimental three year secondary institution called the Pilot School, formally set up within the Cambridge, Massachusetts school system and managed by the project at Harvard University. Another similar school became an outgrowth of the Worcester-Clark University TTT project. However, the most widely influential changes in instructional practices brought about by TTT were toward more and earlier "student teaching", and the direct and continuous involvement of the universities' professors of education in the schools, in direct contact with teachers, pupils, and their problems.

Another major innovation was to bring university professors from liberal arts or education faculties into the school classroom. This was tried at 14 projects, and all reported favorable outcomes.

Perhaps the most wide-ranging institutionalization that came about as a result of TTT was in the area of new courses and other curricular changes at the university level. Virtually all projects that stayed in the TTT program for more than a year were found to have made significant changes in graduate and undergraduate instruction. Some States with projects altered their certification requirements toward performance-based education as a result of the TTT experience. In these States and others, changes also included periodic re-education of professors of education, a stronger emphasis upon teaching in the field, and changes in college courses to accommodate that emphasis.

An important offshoot of TTT was Project OPEN, to which attention is given subsequently.

It is impossible to estimate the number of people influenced by TTT through the multiplier effect, but it is clear that the program was a powerful catalyst for beneficial change. ERC evaluations showed that new courses were institutionalized at virtually every TTT project where they were developed. Although TTT goals were diverse, the program led to markedly increased communication among educators and between them and the "consumer" groups they serve. Universities became more involved in public education. Prospective teachers were provided with more relevant training. However, the role of the community in educational policy through the parity mechanism was not significantly and abidingly increased; and project activities had limited impact due to TTT's relatively small and ever-decreasing budgetary resources.

Protocol and Training Materials

A "protocol" is an unedited record of an event, transaction or episode -- for example, an instance of teaching or other behavior that is preserved on videotape, film, audiotape or in print. Protocol materials are designed to help educational personnel analyze and interpret the classroom instructional and related behaviors of both teachers and students. "Training materials," in this context, are brief examples of teacher-learner interactions, presented in print or other media, and designed to help educational personnel learn how to perform specific professional tasks. They exemplify the task to be performed, establish its setting, and provide for evaluation of the performance.

The development and use of protocol and related training materials is a recent innovation that seeks to correct a long-standing weakness in teacher education -- predominating emphasis on study about teaching, with inadequate training to perform the professional tasks involved.

Traditionally, the education of teachers has consisted in developing expertise in the subject matter of the curriculum, acquiring information about schools and school systems, discussing theories and methods of teaching, and gaining some practical experience through student teaching and other contacts with students. As most teachers attest, however, their real training was left to take place on the job, largely through trial and error; traditional teacher education programs seldom develop a functional command of both theory and related practice. Theoretically, the limitations of this system can be overcome, at least partly, through the use of protocol and training materials in the process of teacher education.[5]

EPDA's Protocol and Training Materials Program (P & TM) sought to promote the development and use of such materials. Classroom and other behaviors were recorded to exemplify and illustrate important concepts; related training materials were prepared and tested; and both types of materials were disseminated widely to the profession.

The training materials program had a single site: Indiana University. The protocol materials program had 15 sites, 11 at universities and 4 in other settings. One of the latter was the Florida State Department of Education (FSDE), which coordinated field-testing activities for P & TM with both preservice and inservice teachers. At the beginning of the programs, the Florida project organized a consortium of personnel and trained them to serve as field testers, who collected opinions about the effectiveness of the materials. In the process, FSDE helped to coordinate the overall program, assessing different approaches used by projects elsewhere. Indiana University, the site of the training materials program, conducted its own field testing.

The protocol materials program operated between July 1, 1970, and June 30, 1975. The training materials program began a year later, on July 1, 1971, and finished at the same time. The numbers of projects developed are shown below, by fiscal years.

Fiscal Year	Number of Projects
1975	14
1974	17
1973	17
1972	12
1971	11

Most of these projects remained in the program throughout its duration.

It will be noted that the actual duration of P & TM was longer than the one year during which it was carried as a line item in OE's budget. Funding came also from other EPDA Part D programs.

Each project was funded at about $43,800 a year. Total funding for the protocol/materials projects was $3,100,000 ($500,000 annually in the first two years). Funding for the training materials program at Indiana University was $432,923, or an average of about $100,000 yearly; although the actual yearly amounts varied between $51,094 and $193,393.

The Leadership Training Institute (LTI) for Protocol and Training Materials was funded at a total of $1,695,897, of which approximately $860,000 was applied to the programs themselves, and the rest to related functions. Thus, an average of $11,400 per project per year was spent by LTI -- about $172,000 annually. Funding for the entire Protocol and Training Materials Program was about $4,800,000. Through efforts of the LTI, it is said, some 7,500 people were made aware of the potential of protocol and training materials

Competency-Based Teacher Education

The professional preparation of teachers has traditionally been described in terms of the numbers and titles of courses "taken" in colleges and universities; but the content of such courses, even when titles are the same, varies widely among institutions and instructors. Moreover, course titles afford only a vague idea of what the teacher or prospective teacher actually knows or can do as a result of the instruction. This practice, therefore, provides no adequate basis for assessing the competence of applicants for teaching licenses or for positions, nor does it encourage accountability on the part of the teacher-training institution or the trainee.

The movement for competency-based (or performance-based) teacher education emerged during the past decade as a corrective for the prevailing ambiguity in the field regarding the objectives and outcomes of teacher-training programs. As in the earlier movement for goal-oriented and individualized instruction in elementary and secondary schools, it promoted precise definitions, in behavioral terms, of the specific knowledge, skills and attitudes a teacher-education program undertakes to develop, alternative modes of instruction for achieving those objectives, definite criteria and procedures for assessing the outcomes of the learning experience, and accountability of the individual trainee and the training institution for satisfying the criteria.

The Competency-Based Teacher Education Program developed under EPDA was at the forefront of this movement, under the leadership of OE's Task Force '72. The program sought to promote widespread dialogue about competency-based education (CBE) in the profession; and to this end, a publication series was established within the American Association of Colleges of Teacher Education. Conferences were organized around these publications and their writers. A consortium of CBE programs was formed for dissemination and development activities.

Further, a National Commission of Performance-Based Education was established, as was a Multi-States Consortium on Performance-Based Teacher Education. The latter published a journal to acquaint educators with developments in CBE, and thereby to help counter the strong oppositon it faced in some sectors of the profession.

The program supported some experimental efforts. Notable in this regard was the work done at the universities of Houston, Georgia, Toledo and Wisconsin, at Teachers' College, Columbia University, and at Syracuse University, Oregon State University, Michigan State University and Florida State University. These nine institutions created teacher centers emphasizing CBE, conducted relevant experimentation of many kinds, and engaged in cooperative relations with state agencies, local schools and other universities.

The Multi-States Consortium sought to assist states to develop and implement programs of CBE and related certification policies. Some 13 states participated, and all of them mandated CBE as the primary or an alternative system for teacher education and certification in their jurisdictions.

CBTE developed cooperative relations with the Interstate Certification Project (begun in 1966), which seeks to facilitate the transfer of teachers' credentials from one state to another. It also worked closely with collaborating state education agencies -- notably in Washington, Texas, New York and Florida -- to develop CBE instructional modules. Florida was particularly productive in this collaborative effort, creating and field-testing 85 individualized teacher-training modules.

Although Table 2 indicates that CBTE was funded as a line item only in Fiscal Years 1971 and 1972, it was supported from various EPDA Part D allocations through Fiscal Year 1974. As shown in Table 6, total funding amounted to $3,185,000.

Table 6. Number of Projects and Amount of Funding for the Competency-Based Teacher Education Program, by Fiscal Years

Fiscal Year	Number of Projects	Amount of Funding
1971	2	$ 300,000
1972	15	825,000
1973	16	1,015,000
1974	16	1,045,000
Total	-	$3,185,000

Of this total amount of funding, $775,000 went to support consortia and CBE centers in 1974 alone.

Overall, the Competency-Based Teacher Education Program was responsible for the publication of 20 major monographs, 3 newsletters, and several special issues of professional journals. It developed some 500 CBE instructional modules. It organized 30 national or regional conferences and workshops, 17 seminars for a cross-section of educators, and 10 national leadership-training seminars. It is estimated that these activities in the promotion of CBE reached a total of some 15,000 educators.

Some 70,000 of the training modules developed through such collaboration were sold at cost to teachers nation-wide. More than 500 additional training packages (or modules) were stored in the National Module Bank in Houston, Texas.

Another purpose of CBTE was to provide technical assistance to institutions and educational systems developing CBE programs, through a national network of technical assistance centers. As a result of all these inter-related activities, there developed a complex matrix of educational reform strategies around the theme of competency-based teacher education.

The final purpose of CBTE was to assess the national storehouse of related educational concepts and software and to facilitate their dissemination and implementation. Effective accomplishment of this purpose called for financial support from the National Institute of Education, which was not forthcoming. Consequently, it is said, teachers and institutions all over the country were "re-inventing the wheel" because the available pool of modules and related materials were not being disseminated widely.

School Personnel Utilization

Students of American education have long observed that, although teachers in a school differ markedly in the effectiveness of their performance of various functions, each teacher is usually called upon to perform all of the tasks involved in guiding the development of a given group of students, much as if teachers were interchangeable parts of the school organization. Their varying strengths and weaknesses are not reflected in their school assignments.

During the 1960's, a movement was begun to correct this prevailing practice through the use of "differentiated staffing", defined as "a planned operational model for staff utilization. It takes advantage of the differences in teaching specialties, experiences, talents, and ambitions, compensating for them in differentiated levels of assigned instructional responsibility, time and salary."[6] This idea of differentiated staffing (D/S) met strong opposition in the profession, especially among organized teachers, who feared that what was termed "merit pay" would undermine collective bargaining and tenure.

The EPDA program of School Personnel Utilization (SPU) was designed to promote the practice of differentiated staffing among the nation's schools. The underlying hypothesis was that D/S would enhance the learning opportunities of students by maximizing the potential of each teacher; that it would also lead to a more teacher-centered system of decision-making about curriculum and staffing; and that by the establishment of a high-salaried category of "master teachers" it would make teaching as attractive a career financially as school administration.

The characteristics of a school with differentiated staffing were envisioned as including, in part: substantial curriculum revision and the concept of curriculum as a flexible instrument; flexible schedules for students and for professional personnel; the use of students as "teachers"; self-directed student learning; such new supports as resource centers, paraprofessional staff, consultant services, in-service training programs and new technology; a system of ongoing self-evaluation involving teachers as well as administrators; participation and cooperation of state departments of education, universities, school boards, teacher organizations, citizens, students, parents, and other community personnel in the whole process of decision-making and implementation; and the establishment of different teaching roles with significantly differing rates of compensation.

Support for schools undertaking D/S was awarded by SPU on the basis of several criteria. No unit smaller than an entire school staff would be differentiated; the maximum salary of the highest paid teacher would be at least double the maximum salary of the lowest category of professional personnel; all instructional staff would spend at least 25 per cent of their time in direct contact with pupils; the school district would agree to an annual external program audit, the results of which would be made public; and substantial new teacher roles would be developed.

The first SPU model was completed by the Fall of 1969 in Temple City, California. Soon afterwards, a meeting conducted by the SPU program's LIT in Northfield, Massachusetts, assisted potential grant applicants in writing their proposals seeking EPDA assistance. Subsequently, the LTI supervised and gave technical assistance to SPU projects, including more than 20 site visits; maintained an extensive Resource Center, and conducted a national conference which enabled 350 project participants to exchange information for one week in Florrisant, Colorado. Two years after its creation (in 1971), the LTI was disbanded.

A second LTI was organized in July of 1971 on the basis of geographical "clusters" of projects. Three such clusters were formed: the Eastern Cluster at Tallahassee, Florida, the Western Cluster at Mesa, Arizona, and the Far West Cluster at Temple City, California. They conducted needs assessments, training seminars and evaluation studies, and shared information generally. Regional projects met periodically throughout the funded year and developed activities based on informal needs assessment data collected by the regional centers. A National Cluster Coordination Center (NCCC) served as the coordinating and dissemination unit. It was located in Mesa, Arizona during 1971-72, and Sarasota, Florida during 1972-73. Problems common to all projects were referred to the NCCC for resolution, including problems of evaluation and of technical and resource assistance.

For purposes of dissemination, the NCCC developed seven modules for training -- on functional task analysis, performance objectives, system renewal, evaluation, shared decision-making, communication/information flow, and organizational crisis intervention. The Center enjoyed a high degree of credibility among local projects, since its objectives and activities were derived from their needs and directions.

SPU, like several other EPDA programs, was funded in some years from its own budget line, together with supplements from other programs. It was also supported in other years from other OE sources.

In all, SPU funded 23 projects in 19 states, involving 127 schools. Of these projects, 13 continued for 1 or 2 years, 9 for 3 years, and 1 for 5 years. Some 4,107 persons were "trained" in differentiated staffing -- 235 administrators, 2,134 teachers, and 1,738 others. Projects were located in urban, suburban and rural districts, the socio-economic characteristics of which varied widely. Minority groups were fairly well represented among trainees. In 1971, for example, out of 3,408 participants, 486 (14%) were black, 275 (8%) Hispanic, 96 (3%) Indian, and 43 (1%) Oriental.

Evaluation of the SPU program was difficult because goals were site-specific rather than national, even though projects were eliminated if their activities were not consistent with OE guidelines. Thus, the approach to evaluation was an attempt to measure the extent to which the several projects accomplished their own goals. On this basis, it is not surprising that overall assessment ratings were very high. Data from 19 projects indicated that 85 per cent of goals and objectives had been achieved.

Evaluations were conducted by various agencies, using different approaches. Florida State University and the Resource Management Corporation collected data through instrumentation and mail-out techniques. The University of California, at Santa Barbara, and the NCCC conducted on-site evaluation studies. NCCC subcontracted to the American Institute of Research (AIR) in Palo Alto, California, the task of evaluating the Temple City, California project in detail.

The AIR description of the Temple City project is illustrative. It involved 4 elementary schools, 1 junior high school and 1 high school, with a school-age population of approximately 5,000. The racial/ethnic makeup of the students was 89 per cent white, 4 per cent Asian, and 7 per cent Mexican-American.

The model involved a master teacher at the top of the career ladder, holding the doctorate or equivalent, and spending 25 per cent of his/her time teaching, and 75 per cent in research (planning, administration, etc.). The next level was 17 senior teachers who spent 60 per cent of their time teaching, and 40 per cent in coordination, evaluation and curriculum-development activities. Below them were 11 team leaders, who spent full time teaching, together with 8 curriculum associates. Below that level were 105 staff teachers, 43 full-time teachers, and 9.4 positions filled by part-time teachers and interns The lowest step in the career ladder was filled by 39 paraprofessionals and auxiliary staff.

A survey of attitudes conducted by the California State Department of Education showed that 46 per cent of citizens considered the D/S program constructive, 15 per cent were ambivalent, and 31 per cent considered it detrimental. Among teachers polled in the same survey, 68 per cent had favorable attitudes, 7.6 per cent were negative, and the others indicated no change in attitude after experiencing the D/S program. Eighty per cent believed the program had produced greater involvement of teachers in planning and executing the educational program, and 60 per cent believed the new program had helped to change their teaching objectives.

AIR conducted a comparison study of the Temple City project, using a nearby school district as a control group. They found no significant difference in IQ scores or achievement test scores of students in the SPU project.

Somewhat comparable evaluation studies were undertaken at other SPU Projects, notably at Mesa, Arizona, Beverton, Oregon, the Bennett School District in the Western States Project, and in Wade County and Leon County, Florida.

Generalizing from these evaluations and reported project results, it appears that student learning gained in Nevada and Florida and remained about the same in Temple City and Mesa. Teacher attitudes varied from very enthusiastic in Beaverton, Oregon, to rather unenthusiastic in Temple City. At each project site, the general public seemed confused about the concept of differentiated staffing.

BEPD/OE gave up early on the School Personnel Utilization Program, apparently for two reasons. First, the early expectation that SPU would reduce school costs was not realized; in fact, costs increased, with resultant loss of support by the public and their representatives in key state legislatures. Second, teacher unions and many teachers objected very strongly to SPU's focus on the competence of individual teachers, which implied some system of teacher evaluation, always a threatening and risky undertaking.

Training Complexes and Teacher Centers

Although Training Complexes and Teacher Centers are listed separately in Table 2 and in the summary chart, they are really two stages of one program, the central purpose of which was to develop programs for the improvement of educational personnel in non-university settings where participants interact around their perceived needs with one another and with trainers, and where they have access to a wide range of resource materials.[7]

EPDA funds were used to establish "training complexes" in 1970-71, for the purpose of testing whether new agencies of this type, located on "neutral ground", could bridge the gap between institutions of higher education, local school systems, Federal and state agencies, teacher organizations, and communities in the development of programs for the improvement of educational personnel. Nine such complexes were organized.

The Bay Area Training Complex (FY 72) undertook to unite the Berkeley, San Francisco, Oakland, and California Unified School Districts in cooperative approaches to teacher education. It was closely associated with the Far West Regional Laboratory for Research and Development, and served as a forum for testing its products and integrating them in Bay Area Schools.

The Portland Area Complex for Education (FY 72 to 74) was essentailly a joint project of the Portland State University and the Portland Public Schools, although many other public and private agencies were involved at varying levels. This complex focused on the programmatic integration of all Federal programs in the Portland area.

The Cleveland Area Center for Educational Personnel (FY 72-74) was also designed to provide a vehicle for effective collaboration in a major metropolitan area. It involved not only the school system and an institution of higher education, but also teacher associations, the Parent Teacher Association, and other groups -- in an effort to promote more systematic approaches to program development.

The Center for Training in the Educational Aspects of Learning, at Berkeley, California (FY 72), was a component of the Bay Area Training Complex. It focused on the personal development of teachers through a program designed to enhance teacher self-analysis.

The Louisville Institute for Training, in Louisville, Kentucky, (FY 72-73), was a cooperative project of the Louisville Public Schools, the University of Kentucky, and the University of Louisville. It was a single unit designed to organize and coordinate programs of research, development and training related to critical problems of urban education.

The Stonybrook Training Complex, in Stonybrook, New York, (FY 72), emphasized the development of specific training for middle-school personnel.

The Clark University Training Complex (FY 72) involved the collaboration of an institution of higher education and several local education agencies. It sought to improve teacher education on the preservice and inservice levels, with a focus on communication and the sharing of both human and material resources.

The Appalachian State Training Complex (FY 71-72) sought to develop training programs and to provide resources wherever there was need in a five-county area. It was governed by an advisory committee composed of school, community and university personnel.

The Teacher Center for Teachers in the Technologies, at Morgantown, West Virginia (FY 72-75), focused on the training of teachers to deal with the technologies of the twentieth century.

The idea of training complex lay behind the "teacher center" that was to have been a prime feature of "educational renewal" site. These complexes sought to develop local networks of educational personnel development, emphasizing shared decision-making and the identification, acqusition and distribution of resources. Some attention was also given to research and development. They were funded mainly from allocations to the Competency-Based Teacher Education Program, at the levels shown by the following fiscal-year totals.

1975	$ 50,000
1974	199,865
1973	655,103
1972	629,196
Total	$1,534,164

Largely on the basis of early experience with these nine training complexes, OE developed four experimental "teacher centers", which were powerful forerunners of the national program of teacher centers authorized by Congress in 1976. They included the Rhode Island Teaching Center (FY 72-75), the Texas Center for the Improvement of Educational Systems (FY 72-75), the Bay Area Teaching Center (FY 72-75), and the Center for Educational Advancement in Washington, DC (FY 72-73). Each of these centers had its own programmatic thrust toward the common goal of upgrading the competency of educational personnel. They were less experimental than the training complexes, and tended to focus more on their respective missions through integration into the existing system or systems of education in their locales.

Descriptive data from the first three teacher centers listed above reveal several common features. (1) They were initiators of new programs, as well as facilitators of existing programs. (2) They brought together various groups and agencies that often had worked in isolation from one another. (3) They developed programs responsive to the needs expressed by their constituencies, in a shared decision-making process, with no predetermined, OE-imposed program. (4) They emphasized the sharing of activities and resources.

The Teacher Centers Program had no OE budget line, but was funded from the resources of other Part D programs, mainly the Urban/Rural School Development Program. Total costs for the four centers are shown below, by fiscal years.

1975	$ 630,000
1974	877,628
1973	1,530,000
1972	2,722,901
Total	$5,760,529

It may be seen that total expenditure for the four teacher centers was almost four times as large as that for the nine training complexes. The totals for the several centers were as follows:

Texas Center for the Improvement of Educational Systems	$2,843,733
Bay Area Learning Center	1,405,098
Rhode Island Teacher Center	1,156,698
Center for Educational Advancement	355.000
Total	$5,760,529

An important development of the Teacher Center Program was the Syracuse Project for the Study of Teacher Centers, which operated from 1973 to 1975 with funds from the Teacher Corps. This project undertook a comprehensive survey of teacher centers throughout the nation. Inquiries about the existence and characteristics of teacher centers were sent to a 10 per cent random sample of over 11,000 school districts, a 67 per cent random sample of more than 850 teacher-training colleges, and a "select" sample of some 200 sites nominated by field leaders in the teacher-center movement. Responses were received from approximately 25 per cent of the colleges, and 50 per cent of the "select" sample.

Some 600 teacher centers were identified, suggesting, on the basis of rough extrapolations, that there may have been as many as 4,500 teacher centers in the country. Survey findings, supplemented by case studies, revealed many of their characteristics.

The great majority of the teacher centers served public school personnel in grades K-12, although some of them were focused on particular grades. The most common emphases, listed in order of frequency, were individualized instruction, classroom management, humanizing education, open education, curriculum development, and the preparation of instructional materials. Incentives for teacher participation included credit toward salary increases, released time, and college credit toward advanced degrees. In a very few cases, stipends were paid. Collaborative inter-institutional arrangements for governance and program development were common, especially consortium arrangements between a school district and a university.

An evaluation of the four EPDA-funded teacher centers was made by the Evaluation Research Center at the University of Virginia, based on interviews with teacher-center personnel and descriptive documents. It did not yield systematic data on personnel, programs and procedures, or effect on student learning; but it did suggest some of the centers' many accomplishments. Notable among them were the assessment of personnel training needs, the revision of training programs in response to the identified needs of schools and colleges, and the attraction of short-term personnel to stimulate creative work in the arts and crafts and in other specialized skills.

The teacher complexes and teacher centers developed with EPDA funds did not initiate what developed as a widespread teacher-center movement, nor did they constitute more than a very small part of the whole. It appears, however, that the "models" provided by these centers and the dissemination of information about them helped further to stimulate and give direction to the growing trend toward "alternative" structures for the preparation of educational personnel in which teachers, themselves, have a decisive role in program development.[8]

Programs to Improve Education for the Disadvantaged

Four programs are included under this category.

Career Opportunities

The Career Opportunities Program (COP) undertook to recruit members of the nation's underrepresented minorities and train them as paraprofessional teacher aides, and also to help those who desired it to become full-fledged teachers, with a bachelor's degree and license. Its emphasis was on the training of prospective teachers who were disadvantaged because of poverty, racial/ethnic discrimination, or other handicaps.

COP was modeled, in part, after the earlier New Careers program in the Department of Labor, which offered preparation for a wide range of human-service occupations. Like that program, it sought not only to prepare low-income people for new types of jobs -- in this case teaching -- but also, and thereby, to alleviate poverty among them, to bring more diverse types of people into the field, and to strengthen and improve the schools in which they worked.

Several approaches and emphases were central in COP's personnel-training programs. First was to reduce to a minimum the requirements for entering a paraprofessional training program and a first job in the participating school systems. Second was to design and conduct training programs that combined educational theory with at least half-time, paid, on-the-job practice. Third was to develop a "career ladder", successive steps in training by which the trainee could progress from the status of paraprofessional to that of a fully-qualified teacher. Fourth was to develop "career lattice" training experiences, which would qualify the trainee to shift among different positions at given vertical levels of the staff hierarchy. Fifth was to award credits toward a certificate on the basis of relevant experience and demonstrated mastery, and to encourage colleges to honor such credits, even though the trainee might not have taken formal courses on the knowledge or skills involved. (This, incidentally, was an application of a basic principle of competency-based education.) Sixth was to support differentiated staffing in participating schools. Finally, by means of these approaches, the goal was to increase the numbers of impoverished minority persons in the schools and other human-service agencies.

EPDA grants for COP projects were made directly to local education agencies, with the approval of state education agencies. The LEA contracted with one or more colleges and universities for specified professional services.

Each project had an Advisory Council, the composition of which reflected parity relationships among representatives of the school, institution of higher education, teacher organization, trainees, and the broader community. Most of these Councils were only minimally involved in governance; they served mainly to help select participants in the program, to facilitate LEA-IHE negotiations, to react to program plans and evaluations, and to help monitor program development.

COP's Leadership Training Institute, based for four years in Charleston, South Carolina, provided developmental assistance to the program. Grants for developmental assistance and evaluation studies were also made to the New Careers Training Laboratory at Queens College, the Bank Street College, and the National Commission on Resources for Youth, the latter to develop Youth-Tutoring-Youth programs. There were also a grant to Rutgers University to develop a master's-level graduate program around the COP concept, and a planning grant to the New Careers Training Laboratory to help establish a COP-oriented doctoral program at the Union Graduate School, Union of Experimenting Colleges and Universities.

The professional growth of COP's project leaders and related personnel was fostered, among other ways, through publication and distribution of the COP Bulletin through 1974-75. It appeared at irregular intervals, and usually included two types of content -- a substantial theoretical essay of relevance to the program, and reports on important developments in selected projects. This publication served also to disseminate COP ideas and practices in the profession at large.

From 1969 to 1976, COP involved more than 14,000 participants located in nearly 150 school districts in 49 states and Puerto Rico. Eighty-six per cent of the participants were from low-income backgrounds. Some 56 per cent of them were black, 15 per cent Hispanic (mainly Chicano), 3 per cent Native American, and approximately 26 per cent white. Women predominated among them, constituting four-fifths of all participants. Approximately 60 per cent of the women were more than 35 years old; whereas about 60 per cent of the men were between the ages of 25 and 34 years, their comparative youth being a function of the fact that Vietnam veterans constituted 10 per cent of the total number of participants. The social-class and racial/ethnic backgrounds of the 132 project directors resembled in large measure those of the participants. Some 272 colleges and universities took part in the program, mostly middle-ranking institutions, including only a few of the more prestigious ones.[9]

During the first three or four years of COP's development, management was centralized in BEPD, in Washington, D.C. About mid-course, however, COP was decentralized, and management was moved to the 10 OE Regional Offices. Experienced field workers in the program found this arrangement advantageous. They reported that Regional Project Officers came to view COP projects as "theirs", prodded state coordinators to active support when there was need to do so, helped to obtain funds from varied Federal sources, and worked in other ways to further project development.

COP was funded from the discretionary Part D of EPDA. Total expenditures for the program amounted to $129,390,000, distributed by fiscal years as follows:

1975	$ 1,784,000
1974	21,670,000
1973	24,955,000
1972	26,163,000
1971	25,987,000
1970	22,117,000
1969	6,714,000
Total	$129,390,000

As previously noted, this level of funding exceeded that for any other EPDA program except Teacher Corps.

Many approaches were made to the evaluation of COP. (1) Each project was supposed to carry out a review and self-appraisal of its full period of activity, and most of them did so. (2) The 10 OE Regional Offices and many of the state education departments undertook evaluative studies. (3) An elaborate Management Information and

Evaluation System for COP was conceived and planned within BEPD, but it did not become fully operative. (4) ABT Associates undertook an evaluation study soon after COP was launched. (5) New Careers Training Laboratory (NCTL) made a study of COP-graduates as first-year teachers. Finally, (6) Public Systems, Inc., under a subcontract with the Rutgers University Center for Experimental Teachers Education, made an intensive survey of a representative sample of 36 COP projects.

The NCTL study,[10] conducted during 1974-75, examined COP graduates of 15 projects in 15 states, chosen to achieve a representative regional and urban-rural distribution. At each site, 10 COP graduates employed by the local school district were randomly selected for inclusion in the study, and 10 non-COP first-year teachers were randomly selected as a comparison group. All of them taught in the same buildings and in the same grades as the COP-trained teachers. Analysis was made of the individual characteristics of the first-year teachers in both groups, evaluations of them by supervisors, and their apparent effects upon students, judged by parents' assessments and achievement tests.

In general, these analyses revealed that, although overall differences were small, the COP-trained teachers achieved ratings superior to those of the control-group teachers on nearly all of the indices used. The consistency of this pattern led NCTL to conclude that COP-trained graduates were at least as efficient in first-year employment as traditionally-trained teachers, and that low-income adults -- long removed from formal education -- can be recruited successfully to work in schools with benefit to students, to combine that work with successful performance as college students, and to become effective teachers of low-income children.

Fragmentary and anecdotal data and case studies of participants are further suggestive of the impact of COP. In some colleges it was found that COP participants compared quite favorably with other students as regards grade averages and drop-out rates. A number of participating colleges and universities instituted flexible, competency-based admissions requirements. There was extensive involvement of community persons in school affairs at most COP sites. The level of dedication of participants to their jobs and studies was universally high, and dramatic transformations were effected in the lives of many of them. Small-scale comparative studies at a few sites found that low-income students with COP-trained aides and teachers performed better than such students with other aides and teachers, as regards both social behavior and academic achievement. And, perhaps most significant, COP graduates were employed in impressive numbers, despite the teacher surplus. It is estimated that as many as 6,000 of them found positions on school staffs.

The use of paraprofessionals as teacher aides was widespread before the advent of EPDA, especially in Title I and Head Start programs; and career ladders for them had been established in some school systems. However, the Career Opportunities Program demonstrated, far more clearly than ever before, the potential of such personnel for development into effective teachers of disadvantaged young people.

Urban/Rural School Development

The Urban/Rural School Development Program (U/RSD) sought to improve educational opportunities for children of the poor by enhancing the control by teachers, the students' parents and other community representatives over their schools. It was hypothesized that increased teacher-community control would make the schools more responsive to the needs of their low-income students, and thereby enhance the quality of their educational experiences.

More specifically, U/RSD assumed that the achievement of the children, particularly in reading and mathematics, could be increased significantly if authority for the management of a school -- including disbursement of its discretionary funds, planning of instruction, inservice training of teachers, use of aides, etc. -- were placed largely in the hands of the teachers and a council of parents and other representatives of the community. The school's teachers (including its principal and other administrative personnel) and the council were to share equally in making decisions about what was to take place in the school. EPDA funds would be provided to support demonstration schools managed according to this principle where the legally constituted authorities -- the school board and superintendent -- were willing to delegate substantial control over the demonstration school to its faculty and the council.

The objectives defined for the program reflect this general orientation. They were: (1) to improve academic performance in schools with high concentrations of underachieving students from low-income families; (2) to make training for educational personnel more responsive to needs by concentrating training and developmental resources in a single school or a limited number of related schools; (3)

to develop decision-making capabilities in school and community personnel; (4) to develop the ability of the school/community to identify critical needs and to develop strategies and assemble resources to meet them; (5) to make administrative, fiscal and programmatic decisions subject to the constraints of collaboration at the community level; (6) to develop accountability by the community for its decisions concerning the school; and (7) to introduce constructive change in the life of the school and in the quality of the educational process.

Thus, U/RSD was to be a program that implemented much of the concept promulgated by the "community control" movement that burgeoned in big-city school systems during the late 1960's. Planning for the program extended over more than a year, and involved consultation with community groups and professional associations, together with visits to possible sites across the country. By the fall of 1970, plans were ready for initial implementation during Fiscal Year 1971.

State education agencies were asked to nominate appropriate school districts for participation in the program, with the final selection to be made by committees of persons from BEPD, state departments of education the school districts involved, and in some cases from institutions of higher education. Most of the sites were selected within the boundaries of "Model Cities" projects, in order to have access to their supplementary funds. Others were in economically-depressed rural areas. Although the normal U/RSD grant was to a single school, some projects combined a number of buildings, notably in rural areas where groups of widely scattered schools are administered together. The sites were chosen for wide geographic distribution, and from among the 20 states which at the time had the least EPDA funding.

Each local education agency at a selected project site was asked to submit a letter of intent, confirming its agreement to appoint an interim project coordinator, provide accounting and record-keeping services, participate with state and OE officials in making the final selection of schools to be involved in the project, and to hold elections for membership on the School/Community Council. The LEA was also asked to affirm that:

> We agree to give this duly-elected council authority for planning the Urban Rural Program in the school or schools where it is to be located. This includes programmatic, administrative, and fiscal decision-making powers.

Many state and local education agencies were reluctant to transfer so much power to the SCC, and several declined to participate in the program on the grounds that state and local laws prohibited any such delegation of legal responsibility. The letters of intent submitted by one-third of the 27 project sites finally selected were accompanied by statements asserting the precedence of state laws and Board of Education regulations over Federal guidelines.

Eventually, agreements were negotiated with about 25 sites in 18 states, the number actually funded fluctuating from year to year. In addition to choosing sites where Model Cities involvement was available and in states with little funding from other EPDA sources, effort was made to select target schools serving low-income populations with low levels of academic achievement, and also to assure participation by a broad range of ethnic groups -- Native Americans, Mexican Americans, Puerto Ricans, blacks, Appalachian whites, and groups in schools undergoing desegregation.

Each U/RSD project was different from all the others. As a general pattern, the School-Community Council was composed of teachers and other personnel from the participating schools, and other members of the community. The SCC recommended the appointment of a school-development team manager, helped to establish in each school a small team of school staff members directly responsible for carrying out the project's activities, and provided technical assistance to the school either directly or by employing persons with the needed expertise. Each project also conducted its own needs assessment, determined goals and strategies, allocated resources, and planned and conducted its program.

Planning grants of from $25,000 to $100,000 each were awarded to 10 of the original U/RSD projects, and larger grants to the 23 projects that became fully operative. A funding decision was made to allocate about $225,000 to each rural site the first year, and about $500,000 to each urban site, a formula which tended to yield much larger per-pupil amounts to rural projects than to urban projects.

The activities conducted by the several projects were quite diverse. Among them were inservice teacher education, materials centers, workshops for community persons on issues in education, mobile library units, a community radio station, an Indian Pow Wow, instructional services by university professors, and others.

Many thousands of educational and related personnel were trained under U/RSD. Incomplete data for 23 of the 25 sites operating up to 1974 indicate that over 14,000 persons were trained, 228 in urban projects and 262 in rural projects. Approximately 62 per cent of them were members of school staffs, 29 per cent SCC personnel, and 9 per cent community persons.

U/RSD was initially managed by BEPD officials in Washington, D. C. After about two years of operation, however, as in the case of COP, the program was decentralized; and projects were distributed among nine OE Regional Offices for overall management and supervision.

The Regional Project Officers worked closely with U/RSD's Leadership Training Institute, which was based at Stanford University. The LTI provided technical assistance to local projects in program planning and development, assumed some management functions where central or regional OE staff and travel funds were inadequate, and undertook a program-wide documentation and evaluation of the projects. It also published and distributed Urban/Rural, a bulletin carrying reports on selected projects and related articles.

Total expenditures for U/RSD over six years amounted to $44,023,000, distributed by fiscal years as follows:

1976	$ 5,212,000
1975	5,541,000
1974	9,529,000
1973	9,219,000
1972	6,954,000
1971	7,568,000
Total	$44,023,000

Systematic and comprehensive data are not yet available for an evaluation of U/RSD's impact upon the teachers, students and community persons involved, or upon the continuing practices of the school systems where projects were developed. Many individual projects commissioned evaluations, but they were mostly surveys of client satisfaction. In the judgment of OE personnel closely associated with its operations, the Urban/Rural School Development Program clearly demonstrated that school and community people can collaborate in the planning and conduct of educational programs that are beneficial to school staffs, students and the larger community.

Targeting Resources on the Educational Needs of the Disadvantaged

The Targeting Resources on the Educational Needs of the Disadvantaged Program (TREND) undertook to improve the educational experiences of low-income children through fostering creative planning and innovation by their schools. It was somewhat of a prototype for the Educational Renewal strategy undertaken on a larger scale by BEPD/NCIES.

The broad mission of TREND combined educational planning at the school level, community involvement, inservice teacher education and resource mobilization -- all in a concerted thrust toward educational improvements targeted on disadvantaged students. Unlike most EPDA programs, it did not concentrate on the training of educational personnel, although such training was necessarily a part of all projects. Its primary goals were to improve the ability of schools to plan and conduct their own programs, to make the best use possible of funds they received from various sources, to improve the competence of professional personnel, and to promote their effective utilization.

Thus, TREND was essentially a process by which projects set up governing councils, defined the needs of their students, planned and conducted relevant program activities, and evaluated outcomes. This process involved the following eight steps: (1) build representative involvement in TREND planning and governance, (2) conduct child-centered needs assessment, (3) determine goals and objectives, (4) mobilize and coordinate available resources, (5) complete program development and budgeting, (6) prepare the comprehensive plan, including an inservice teacher training component, (7) implement the plan, (8) evaluate, and repeat all steps except the first one in the light of evaluation results. Each site did follow this process, involving parents, training teachers, changing staffing, and developing parity relationships among the schools, the community, and participating institutions of higher education.

One organizational arrangement suggested for and adopted by a number of projects was differentiated staffing. Students were placed in ungraded groups of 100 to 150 each, with each child moving at his own pace under the guidance of a team of one coordinating master teacher, 2 or 3 staff teachers, 1 to 5 interns, 1 or 2 paraprofessionals, and various assessment and evaluation specialists. This arrangement was designed to produce flexible class size and time schedules, small individual work groups operating within large classroom areas, and a greatly increased amount of attention for the individual child. Another suggestion commonly offered and adopted was that learning goals be determined jointly by the teacher, the parent and the child.

Each school was encouraged to have an assistant principal especially trained in staff development and process skills. Also suggested was the employment of a business manager to handle payroll, materials, and supervision of lunchroom and health services, and the development of incentives for the achievement of student goals.

A number of TREND projects were at U/RSD sites, and they used the existing School Community Council for decision-making in non-funding areas. Where there was no SCC, a local committee of teachers, the principal, parents and (in some cases) students was formed to implement this function.

Projects were developed through local education agencies at 12 sites in 11 states:

Akron, Ohio
Dade County, Florida
El Paso, Texas
Hartford, Connecticut
Le Flore County, Mississippi
Louisville, Kentucky
Newark, New Jersey
North Pemsicott, Missouri
Pittsburgh, Pennsylvania
Portland, Oregon
San Jose, California
St. Louis, Missouri

TREND had its own budget line only in Fiscal Year 1972, for $1,250,000. However, its funding allocations from several OE sources were much larger and extended over five years, as follows:

Year	Source	Amount
Early years	Various OE Bureaus	$ 300,000
1971 and 1972	ESEA Title III	1,200,000
1973 through 1975	Urban/Rural School Development	7,100,000
		$8,600,000

The effectiveness of TREND would have to be judged on the basis of the extent to which it (1) helped institutionalize educational planning and appraisal by participating school staffs and their associates, (2) improved classroom performance by teachers, and (3) led to improved academic performance by students. Comprehensive data for such an assessment are not available. However, several of the projects did attempt to measure the impact of TREND, some using rigorous testing and others relying on subjective appraisals. Reports from these projects suggest substantial accomplishments regarding each of the three criteria listed above.

Teacher Corps

The Teacher Corps was never perceived by the OE leadership as a member of the "family of EPDA programs", nor was it so perceived by its own management. The Teacher Corps antedated EPDA; it resisted integration into the Bureau of Educational Personnel Development, and finally fought free of its constraints; and it continued vital after the rest of EPDA was dead. Even though it was not included among the programs for which special reports for this project were commissioned (Appendix C), the fact that Teacher Corps played an important role in the EPDA experience and was the most heavily-funded EPDA program calls for some analysis here of its nature and development.[11]

Most EPDA programs emphasized measures to improve education for low-income students, and several made this a major concentration; but Teacher Corps was the only one required by law to do so. Moreover, its legislatively-defined mission included efforts to encourage colleges and universities to "broaden" and "improve" their programs for the training and retraining of teachers and teacher aides. Both emphases prevailed in the development of the program.

The Teacher Corps undertook initially to recruit dedicated young people with two years or more of college credit to serve in teams as interns in depressed-area schools, under the supervision of regular teachers, and subject to the authority of the local education agency. Their on-the-job experiences were supplemented by community activities, independent study, seminars, and conferences -- all designed to help them qualify as effective teachers of the disadvantaged. Teacher aides and volunteers were also included in the program. Following the Education Amendments of 1974, experienced teachers began to predominate in the teams, as is shown by Table 7.

Table 7. Number of Beginning Interns and Experienced Teachers in Teacher Corps Teams: Fiscal Years 1966 to 1976 [a]

Fiscal Year	Beginning Interns	Experienced Teachers
1976	276	7,070
1975[b]	220	3,770
1974	735	1,873
1973	1,358	951
1972	1,534	272
1971	1,385	231
1970	1,223	204
1969	1,330	222
1968	1,029	171
1967	930	155
1966	1,279	213

[a] Source: National Advisory Council on Education Professions Development, *Teacher Corps: Past or Prologue?*, July 1975, p. 8, plus data for FY 1976 supplied by William L. Smith.

[b] Estimate

Special effort was made to recruit persons in the community who would not otherwise enter upon teaching careers.

Prospective teachers serving as interns were paid a maximum of $150 a week, plus $15 a week for each dependent; experienced teachers were paid at rates agreed upon by OE and the LEA; and instructional assistants and tutors were paid at prevailing rates set by OE. Participants receiving stipends from Teacher Corps could not be used to replace any teacher regularly employed by the LEA. Interns served in two-year "cycles".

Federal support of a Teacher Corps project was given on the basis of a grant or contract with a local education agency or an institution of higher education. Since a college or university was almost always involved, even where the grant went to the LEA, a Teacher Corps project was a cooperative effort of the Federal Government, the local education agency, and an institution of higher education.

Teacher Corps pioneered in the development of community involvement at the local level, and required the participation of community persons in the drafting of all proposals for grants. The program also emphasized the recruitment of persons disadvantaged by racial/ethnic discrimination or poverty -- urban blacks and whites, rural whites in Appalachia, Puerto Ricans, Chicanos, and Native Americans. "By 1971, 60 per cent of all Teacher Corps interns were from nonwhite ethnic minorities."[12]

Emphasis on reform in schools and teacher-training institutions persisted throughout the development of the program. Its current Director characterized Teacher Corps as "a demonstration program", and elaborated upon the concept as follows:

> Demonstration projects are designed to operationalize different training approaches that integrate the training of new and experienced teachers. The major purpose is to demonstrate better ways to function, utilizing educational products, processes, people and practices within the operating system. It is a means for creating a comprehensive approach to installing improvement, change, and reform.[13]

Thus it is that innovative educational practices loomed large in most Teacher Corps projects. Competency-based education and bilingual education were especially encouraged, as were other "new" approaches. The former Director reports that in one city experiencing a great deal of student unrest, "alternative schools were set up . . . and the Teacher Corps interns and leaders became staff for those schools."[14]

A total of $260,628,000 was budgeted for Teacher Corps under EPDA, distributed by fiscal years as follows:

1976	$ 37,500,000
1975	37,500,000
1974	37,500,000
1973	37,500,000
1972	37,398,000
1971	30,782,000
1970	21,634,000
1969	20,814,000
Total	$260,628,000

Both the amount and stability of Teacher Corps funding are in contrast with those of most EPDA programs.

At least nine studies have undertaken to evaluate Teacher Corps on a national scale. One of them, commissioned by OE, was a two-year study of graduates of Sixth Cycle projects. It found, among other things, that Teacher Corps graduates were superior to control group teachers on a number of teacher-performance variables, especially in "(a) developing ethnically relevant curricula, (b) using community resources in teaching and initiating contacts with parents, and (c) having positive attitudes about reading development and causes of poverty in society."[15] Comparisons of growth in reading among pupils taught by these graduates and control group pupils revealed no significant differences. However, there were significant differences favoring Teacher Corps in the development of positive self-concept among pupils.[16]

An integrated analysis of all nine evaluation studies generalizes on their findings. Each general finding that is common to four or more of the studies is quoted below.

> The interns recruited by Teacher Corps have backgrounds different from most teacher trainees, come from minority populations, and have had different nonacademic experiences.
>
> The demands put upon interns are extreme [i. e., practicum, community activities, university studies, etc.].
>
> The extent of a project's success depends less upon the commitment to Teacher Corps ideals or even to hard work and intellect but more upon the managerial abilities of project participants and previously established organizational relationships.

Priorities need to be placed upon Teacher Corps goals, strategies must be clearly specified, and projects must be funded accordingly.

A more careful monitoring system should be employed by Teacher Corps, Washington, both to supply more information for their funding decisions and to identify where assistance is needed by local projects.

IHE's exhibit a strong inclination, power and ability to isolate their Teacher Corps projects from the more normal procedures used in teacher training.

IHE's exhibit little ability to coordinate and collaborate with local school districts and communities.

The more service-oriented the Teacher Corps project, the less educational change (curricular, instructional) will be achieved.

Interns are poor change agents.

There exists a wide disparity between changes in curriculum, classroom behavior or institutional arrangements. They are not necessarily related, they require different change strategies, and they are very unequal in the amount of energy needed to produce change.[17]

Here, as seems to be the case with most large-scale, innovative educational programs, there is considerable disparity between stated goals and measured outcomes. But Teacher Corps, unlike the other EPDA programs, still has the opportunity to learn from its revealed strengths and weaknesses, and thereby to enhance its effectiveness in fostering quality education for children of the poor.

Programs to Meet Other Critical Personnel Needs

Eleven programs are included in this category. Several other programs addressed to "critical personnel needs" which the Office of Education financed partly from EPDA funds are not here described -- Right to Read, Drug Abuse Education, Teachers for Correctional Institutions, Career Education, Drop-Out Prevention and Environmental Education. As previously noted, they were what former BEPD officials characterize as "lay-ons", not EPDA programs. OE considered them important enough to warrant funding under EPDA until their supporters could get adequate Federal funding under their own legislation.

Early Childhood Education

The Early Childhood Program (ECP) was initiated to support projects to train and retrain personnel for programs serving young children, ages 3 to 9. The primary objectives were "to increase the supply of qualified teacher trainers, supervisors, curriculum and evaluation specialists, teachers and aides in early childhood education, and to improve the quality of training programs for these personnel." The program came into being because of the critical shortage of personnel trained in the distinctive needs of young children, at a time when early childhood programs were proliferating.

Like other EPDA Programs, ECP attempted to achieve parity relationships among school, community and university personnel at all planning and operational levels, and to serve the disadvantaged groups in education -- the poor, blacks, Native Americans, Mexican Americans, et al.

Grants were provided to institutions of higher education and to local education agencies. A major funding strategy was to place grants for personnel-development projects in the hands of persons outside the traditional training or power structures in education, with the hope that the latter would thus be induced to reform themselves and share some of their power with schools and communities.

The objectives of ECP were strongly influenced by those of the Trainers of Teacher Trainers Program, which aimed at influencing high-level university administrators and professors in graduate schools. The hope was that by changing attitudes at the top, the major problems of teacher preparation might be ameliorated. Some of these problems were inadequate theory, weak intellectual and academic underpinnings, insufficient responsiveness to new knowledge and to changing needs in schools and society, and lack of field experience in appropriate settings. The ECP incorporated training experiences designed to cope with most of these problems --

within the framework of the special characteristics of the interwoven emotional, social and cognitive functioning of young children. Teacher preparation was to become more reality oriented, experience oriented, and child oriented. Participants were to be saturated in field experiences relevant to the education of young children.

The majority of projects were funded for three years. Their multiple-year funding gave time for the development of community support and some opportunity to press for institutionalization. Funding was concentrated on decision-makers, in the hope that a "multiplier effect" would be achieved. Consortia among projects were encouraged to enable participants to experience different approaches to early childhood education and to broaden their perspectives through encounters with others from diverse backgrounds and outlooks. Projects were selected for diversity in philosophy and methods. Some of them focused on the "disadvantaged" and "culturally different" children, with an effort to recruit participants, and if possible project staff, from those groups. For example, among the 21 primary participants in the University of Pittsburgh project, 12 were black, and 71 per cent were from racial, ethnic, or disadvantaged minorities. All but one of these 21 people where thereafter employed in supervisory positions in early child education or found positions teaching in schools of education.

Each project tried to achieve community involvement, interaction between university and local schools, and between these groups and other agencies serving young children. Efforts were made to bring about more effective articulation between ECP and programming in the primary grades. Diverse academic departments became involved in multidisciplinary efforts. Further, the ECP projects were related whenever possible to other Federally-sponsored early childhood education projects, such as Follow-Through, the Federal Panel on Early Childhood's Community Coordinated Child Care Program, and programs concerned with handicapped or "exceptional" young children.

ECP had Leadership Training Institutes (LTIs) associated with three geographical bases. Of the 52 projects funded, all were served by two successive LTIs, one based at Arkansas State College from 1969-71, and the other based at the University of Connecticut from 1971-73. A specialized LTI emerged from the early ECP planning phase in 1968. Subsequently named the Nebraska Confederation, it functioned from 1968 to 1971, and served the ten projects whose major efforts were devoted to training teacher trainers and trainers of teachers. Several projects also entertained consortial interchange of participants.

The LTI at Arkansas State College had a dual mission: (a) the annual training of 10 to 12 fellows in project evaluation and management, and (b) support of ECP projects through national conferences and site visits to ascertain those areas where additional training, technical assistance, or reconceptualization on a particular project component could result in the strengthening of the project.

The general LTI based at Arkansas was subsequently removed to the University of Connecticut, where it continued to hold national conferences, published a newsletter, disseminated information on the projects, commissioned and distributed scholarly papers, undertook project development visits, and gave technical assistance when requested.

The duration of the Early Childhood Program was from 1969-70 to 1973-74. The initial year was spent in planning, policy formation, recruitment and project selection. Grantees were chosen in the following manner: Applicants were asked to submit an initial prospectus. Out of 240 prospectuses received, 73 were invited to sumit formal proposals. Ninety-seven proposals were received, of which 52 were approved for funding. Most, but not all, grantees were institutions of higher education.

The 52 projects had components of varying duration, from one to four years. For example, 30 continued for three years, 7 for two years, and several carried over money and were additionally funded into a fourth year of operation. The majority were full-time (some with additional part-time components); a few were entirely part-time; and there was one summer program.

Projects were often located in minority areas, which helped in recruiting minority participants, minority project staff, practica for the participants in minority settings, and involvement of minorities in community participation. In most cases parental involvement was accomplished, but most projects did not achieve "parity".

The total amount of Federal funding for ECP was $18,206,000, and the overall average cost per participant was approximately $1,300. Terms of participant training varied, from short term (at $150-200 each) to master's degree fellowships averaging $9-10,000 per participant, and doctoral fellowships averaging from $12-13,000 per participant. Budgetary allocations to ECP, by fiscal years, are shown below.

1973	$ 830,000
1972	4,308,000
1971	5,669,000
1970	4,778,000
1969	2,621,000
Total	$18,206,000

An evaluation of the Early Childhood Program by the RMC Research Corporation found that the 35 projects operating in FY 1973 substantially fulfilled their objectives. In that year, 3,608 persons were trained: 1,666 teachers, 1,048 aides, and 894 trainers of teachers.

RMC found that the total number of ECP participants up to that time was 12,063. Of these, 2,357 were used in a sample study, which yielded these findings: (1) Four-fifths of the participants were female. (2) Some 41.5 per cent had been teachers of K-3. (3) Approximately 26.8 per cent had been in the educational field as supervisors, administrators and support personnel. (4) Data on ethnic background showed 2 per cent of Oriental descent, 4 per cent Mexican-American, 2 per cent other Spanish, 4 per cent American Indian, 28 per cent black, and 60 per cent white. (5) The largest group of participants (some 8,000) was in training to become teachers and aides; but other large groups were trained to be administrators, teacher trainers, and trainers of teacher trainers.

Many projects had both rural and urban target areas -- as in Texas, the Alabama-Florida-Georgia Consortium, and the University of Colorado. Some 88 per cent of the projects aimed at the disadvantaged generally (which included various sub-cultures), and almost one-fifth of the ECP grants went to 7 Appalachian states. Twenty per cent of the funds were used to prepare people to work with exceptional (usually handicapped) young children. Many projects (79%) were institutionalized to some degree, including permanent curricular or other institutional change, together with good side effects, such as community involvement and film production.

The majority of participants (93.7% of the RMC sample) felt that their experiences in the Early Childhood program contributed to their career goals and enhanced their prospects for success. The impact of the training they received on the children they teach is not known.

Exceptional Children

The Exceptional Children Program was addressed to a need that was made critical during the past decade by the growing practice of "mainstreaming", the movement of handicapped children away from special classes and into regular classes with other young people. This practice was based on

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Exceptional Children

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The Exceptional Children Program was designed to increase the supply of education personnel able to understand and deal effectively with handicapped children in regular classrooms. It sought to train teacher trainers to integrate special education into the process of preparing regular teachers; to encourage training institutions to modify their programs so that regular teachers and other educational personnel could learn to work with handicapped children in regular classrooms; to provide related training opportunities for administrators and support personnel; and to give special emphasis to projects for exceptional children in impoverished and otherwise disadvantaged populations.

Training projects funded under this program included, as a rule: practica (field experience with handicapped children); direct experience serving exceptional students; an interdisciplinary approach; summer programs with an academic-year follow-up of at least 10 sessions; and content courses emphasizing identification, diagnosis and remediation of handicapping conditions. The training experiences were designed to change participants' attitudes toward handicapped children in regular school programs, and to enable them to discriminate between "handicapped" and "culturally normal" behavior in minority-group contexts.

There were 80 projects operating under this program in 1969-70, and, respectively, 43, 43, 29 and 14 in the following four academic years. Since some projects had multi-year funding, some of these numbers represent duplications. Individual projects were sponsored by local education agencies, state education agencies and institutions of higher education.

The Leadership Training Institute of the Exceptional Children Program was based at the University of Minnesota. Its Advisory Panel of some 20 to 25 members was broadly representative of minority groups, special-problem areas, and several related disciplines. The LTI provided technical assistance to projects, monitored their development through site visits and the examination of their self-evaluations, organized conferences, and published a substantial amount of literature.

Among the LTI publications was a compilation of "idea papers" prepared by members of the Advisory Panel and others, entitled Exceptional Children in the Classroom. Other publications included:

- Psychology and the Process of Schooling
- Psychological Consultation: Helping Teachers Meet Special Needs
- Special Education and School Decentralization
- National Support Systems for Special Education
- Domain-Referenced Testing in Special Education
- Observation of Pupils and Teachers in Mainstream and Special Education Settings
- Instructional Development for Training Teachers of Exceptional Children
- Mainstreaming Educable Retarded Children in Regular Classes
- Instructional Alternatives for Exceptional Children

More than 12,500 copies of the last publication in this list were used at conferences and training sessions in the program and distributed to the profession at large. There was also one issue of a news-letter entitled LTI Review.

A total of $32,744,000 was budgeted for the Exceptional Children Program, distributed by fiscal years as follows:

1974	$ 3,907,000
1973	4,215,000
1972	5,483,000
1971	6,655,000
1970	6,992,000
1969	5,492,000
Total	$ 32,744,000

The program was evaluated by the Institute for Development, which found, among other things: (1) that personnel were being trained mainly through graduate programs in universities; (2) that projects were more successful in effecting change in individuals than in institutions; and (3) that more than one-half of the projects served areas where poor and minority groups predominated. Special problems identified by the evaluation included delays in funding the projects, insufficient qualified personnel, unclear initial objectives, problems of method and materials, and a number of organizational difficulties.

Whatever its limitations, the Exceptional Children Program helped prepare thousands of educational personnel to cope with the problems incident to mainstreaming. Most of them were regular classroom teachers; but there were also substantial numbers of teacher aides, school administrators, supervisors, and support personnel.

New Careers in Education

The New Careers in Education Program was mandated by EPDA Section 504: "Attracting Qualified Persons to the Field of Education". Reflecting concern over the teacher shortage when the Act was passed, it called for:

(1) identifying capable youth in secondary schools who may be interested in careers in education and encouraging them to pursue postsecondary education in preparation for such careers;

(2) publicizing available opportunities for careers in the field of education;

(3) encouraging qualified persons to enter or reenter the field of education; or

(4) encouraging artists, craftsmen, artisans, scientists, and persons from other professions and vocations, and homemakers to undertake teaching or related assignments on a part-time basis or for temporary periods.

Consistent with this legislative statement of purpose, The Bureau of Educational Personnel Development's plans for the New Careers in Education Program (NCE) emphasized an information thrust, which was to include mass media programming, the development of recruitment models, and the establishment of a career information center. The sum of $2,500,000 annually was appropriated to support the program during Fiscal Years 1969 through 1971. However, when the National Education Association announced an "end" of the teacher shortage, this appropriation was rescinded; and BEPD began planning anew for program development under "Section 504".

The BEPD devoted a year to re-planning the New Careers program, seeking to integrate its recruitment purpose with those of other EPDA programs. The revised strategy adopted was mainly to find individual projects to help meet "critical needs", especially for qualified personnel to serve disadvantaged young people in the schools. Grants would be made to enrich school programs that had become obsolescent in a changing culture; to help break down barriers between educational institutions and communities through the establishment of parity relationships; to encourage the employment of paraprofessionals on school staffs; and to establish training programs for jobs existing in the communities and to help create jobs for which students were trained.

Thirteen projects of various types were funded by NCE over a period of five years, including its LTI and a needs-forecasting effort. The Kids Teaching Kids project at Portalo Institute, Menlo Park, California, prepared a group of high school students to serve as tutors or paraprofessionals. The National High School Workshop, conducted at three institutions of higher education, held summer workshops for secondary students, introducing them to a variety of careers in education, and encouraging them to explore careers in relation to their respective talents. The National Center for Information on Careers in Education, located in

Washington, D.C., assembled and classified materials on teaching careers, answered inquiries on career opportunities, and developed brochures aimed at minority youth or describing specialties not covered in available literature. This was the only "504" project that was "institutionalized"; it was taken over and continued by the American Personnel and Guidance Association.

Project Print, at the Washington Technical Institute, promoted the aims of EPDA's Volunteers in Education Program. It published a newsletter, Volunteer Viewpoints, which went to some 16,000 boards of education, parent-teacher organizations, and individual parents, teachers and counselors. It also published a brochure entitled ABC's - A Handbook for Educational Volunteers, written in English and in Spanish.

The Creative Learning Project, sponsored by Oklahoma State University, arranged for students in nine elementary schools to work with artists in a variety of fields. Project Steel Drum, in Brooklyn, New York, took advantage of the keen interest of a group of young men in the musical steel drum, expanded that interest to include other career goals, and also enriched the music curriculum in the public schools. Project Upswing, at the University of Mississippi, published a widely-distributed handbook entitled A Philosophical Approach for Volunteers. It was designed for use in training volunteers to work on a 1-to-1 basis with first-graders who had learning disabilities.

The Rural Indian Education Program, at Tulsa, Oklahoma, sought to bridge the cultural gap between the schools and Cherokee Indian homes by training Indian parents (most of whom had not completed high school) to work as volunteers in five rural schools. The Substitute Teacher Training Program, conducted jointly by the Detroit Public Schools and the University of Michigan, sought to recruit and train personnel to help alleviate a shortage of substitute teachers.

The Tanana Chiefs' Land Claim College Project, in Fairbanks, Alaska, recruited counselors to assess the educational needs of Indian villagers, recruited business and professional people to train the villagers, conducted courses to help Indians manage their lands and to develop a village corporation. The Vocational Pre-Service Recruitment of Native American Youth project, at Oklahoma State University, sought to provide information to students concerning careers in education and to help them find jobs. Its public presentations, including a slide-tape show, were directed mainly to Indian youth.

The NCE program's Leadership Training Institute was based at Temple University, Philadelphia, Pennsylvania. It gave technical assistance to all "504" projects in such areas as preparing proposals, recruitment, evaluation, communications with OE, and others. The LTI distributed printed materials estimated to have reached tens of thousands of persons.

The ABT Associates Simulation project was funded to develop a simulation model that could be used to forecast qualitative requirements for educational personnel during the 1970's and 1980's. The outcomes of this project were assessed by NCE managers as of little value.

Budgetary allocations for NCE amounted to approximately two million dollars over five fiscal years, as follows:

1974	$ 286,000
1973	500,000
1972	300,000
1971	489,000
1970	424,000
Total	$1,999,000

Many informal evaluations were made of projects in the New Careers in Education Program, mainly through reports by and conferences with their managers, who generally gave positive assessments. There was no systematic and comprehensive appraisal of the whole program.

State Grants

The State Grants Program was specifically mandated by Congress, in EPDA Part B, Subpart 2: "Attracting and Qualifying Teachers to Meet Critical Teacher Shortages". It authorized Federal grants to states in support of state or local efforts (1) to attract and provide short-term, intensive training for persons in the community who have been engaged in non-teaching occupations; (2) to recruit and train teacher aides; (3) to encourage volunteers (including high school and college students) to serve as part-time tutors or full-time instructional assistants for educationally disadvantaged children; (4) to compensate such tutors and instructional assistants at prevailing rates; and (5) to provide necessary training to enable teachers to shift to other grades or subjects for which there is a teacher shortage.

The projects supported under this program were addressed to critical shortages in elementary and secondary schools, both public and private, and particularly in schools serving disadvantaged children. Special efforts were made to recruit trainees from minority groups -- blacks, the poor, American Indians, Spanish surnamed, migrants, bilingual, and Appalachian, and also veterans of Viet Nam.

In addition to recruiting and training instructional personnel, these projects sought to improve teacher education programs and certification procedures. Emphasis was placed on differentiated staffing (e.g., using teacher aides to assist the regular classroom teacher), giving prior assurance of employment upon successful completion of training, and facilitating the progress of aides toward the status of teacher.

Funds for the program were allocated to states on the basis of a formula specified in the Act, and were dispensed by them according to their own needs and strategies. School districts in cooperation with state governments decided upon the areas of greatest need, and personnel training was sub-contracted in most cases to universities. Guidelines for the program were developed at conferences of SEA teacher-education and certification administrators.

A national advisory committee for the State Grants Program was formed, and it met several times. Members of this committee made site visits to SEA's and to LEA projects, but not many, because of inadequate funding. Four national conferences of SEA program coordinators were held, attended also by most advisory committee members. Two national training sessions were held for SEA staffs on evaluation procedures and techniques. The OE administators did most of their supervision by correspondence and telephone because of inadequate funding for travel.

The training of teachers and teacher aides under "B-2 grants" was administered by SEA's in all 50 states and in the District of Columbia, American Samoa, the Virgin Islands, Guam, the Trust Territories and Puerto Rico. There were approximately 1,400 training projects. Each participant was given between 4 and 8 weeks of pre-service training, between one semester and one school year of in-service training, and a summer session following the in-service training when needed to complete the trainee's preparation.

Those participants selected for training as teachers were usually college graduates or nearly so. Those selected as teacher-aide trainees were more often high school graduates, though not always so. More of the teacher-aide trainees than teacher trainees were recruited from among the poor.

Trainees were paid a maximum stipend of $75.00 a week, plus $15.00 for each dependent. They were often reimbursed for travel when classes were held at great distances from their residences or from the in-service training sites. The average cost per teacher trained was $1,803, and the average cost per teacher aide trained was $883.

Programs were undertaken in several areas of personnel development: bilingual education, special education, early childhood education, vocational technical education, media, art, music, remedial reading, and general elementary. Of these programs, one-half aimed at meeting the needs of particular minority groups, one-fourth at placing trainees in urban schools, and one-fourth at placing trainees in rural schools. Two-thirds of the programs trained teachers for work with disadvantaged students, and one-half of them trained elementary personnel. One-third of the programs provided personnel to serve in both elementary and secondary schools, and one-tenth to serve in secondary schools only.

Training projects under the program emphasized cooperative planning and the development of experimental and innovative programs by LEAs and IHEs. More than two-thirds of the state agencies established parity committees on personnel development, and created the position of State Coordinator of Personnel Development; and a large majority of them institutionalized these arrangements as continuing practices. Many SEAs were stimulated to develop new approaches to certification standards, awarding certificates on the basis of "modules" of field-oriented performance competencies, rather than only on the completion of a given number of "courses".

In 45 states, the EPDA State Grants Program was administered in conjunction with other Federal programs, such as ESEA, Headstart, Follow-Through, Migrant, Indian, Model Cities, and several other EPDA programs -- Career Opportunities, New Careers, Indian Education, Vocational Education, Special Education, and others. A large number of documents from 23 states and Puerto Rico were published by OE to disseminate information about the activities and outcomes of the program.

A total of 57,784 persons were trained under the State Grants Program, 23,057 as teachers and 34,727 as teacher-aides. Some 50,858 trainees of the program were placed in regular jobs.

Each state received at least $115,000 annually for the program, and in some cases additional amounts up to a maximum of $1,000,000, determined on the basis of population. A total of $52,461,000 was budgeted over four years for the program, distributed by fiscal years as follows:

1972	$ 6,991,000
1971	14,998,000
1970	15,512,000
1969	14,960,000
Total	$52,461,000

Reports from a number of states indicate that many cooperating teachers, in the process of training teacher-aides, came to re-examine their own personal characteristics and professional behaviors. In doing so they began to focus more on the individual learner, which led to improved student performance and enhanced community satisfaction. Some state evaluation studies compared "B-2 graduates" with new teachers trained in regular programs, and found superior performance among the former, attributable partly to their more extensive field experience. They also found that employers agreed that personnel trained in the program were generally better prepared than other trainees.

Many SEAs and LEAs commissioned independent evaluations of their State Grants projects, and most of these studies reported positive findings. No Federal funds were available for an overall evaluation of the program.

Pupil Personnel Services

The Pupil Personnel Services Program was a continuation and expansion of a similar program begun under NDEA Title V-B, restricted to the training of guidance and counseling personnel. Under EPDA, the program provided training for a wider range of pupil-personnel services -- psychological services, social services, and health services, -- in addition to guidance and counseling.

A very high priority was placed on encouraging the development of these specialized services in schools with large populations of disadvantaged young people, and also on the inclusion of minority and other disadvantaged persons in the training programs.

Grants for projects in the Pupil Personnel Services Program (PPS) were awarded to local and state education agencies and to universities, and efforts were made to establish parity relationships at each project site.

Projects in the program were initially administered through a system of "clustering". Several projects were grouped together, usually on a geographic basis, for the exchange of ideas and experiences. The basic unit of the cluster was the local task force, usually consisting of one representative each from the local education agency, a participating college or university and the local community, together with three persons having expertise in the areas of group training, interdisciplinary coordination, and methodology in the particular fields of training involved.

During 1969-70, for example, 48 PPS projects were funded, each of them assigned to one of six clusters. During the following year, there were 35 projects grouped in five clusters. Cluster centers were located at Arizona State College, University of Ohio at Athens, San Diego State College, University of Alabama, University of Pittsburgh, and University of Wyoming. Each cluster was funded for one or two years, and the cluster task force was responsible for coordinating and administering funds to its constituent projects.

There was a national task force for the PPS program -- a coordinating committee of nine members, including the coordinators of the 6 regional clusters, two national co-chairmen, and a resource person. Inter-communication among clusters was fostered through regional task-force meetings, three times yearly, with rotating sites to take advantage of special resources in different locations. Between December 1968 and April 1971, the national task force met 14 times, often combining meetings with site visits, and helping to give national flavor to regional task force meetings. It also served as a clearinghouse for information among the clusters, and between them and the Office of Education.

The clustering system encountered problems. Projects in a given cluster often felt that they had little in common, and seldom did they develop mutual support systems. Moreover, the clusters were dominated by the universities, most of which did not promote parity relationships within the cluster, and which generally failed to include minority personnel in training projects.

In an effort to overcome the weaknesses of the clustering system, the BEPD leadership at OE devised what was called the "center/satellite model" of organization, based strictly upon geographic location. Each center received Federal funds which it used to support subcontracts with satellite projects. Each satellite project included a training institution and a local school district, and the subcontract was negotiated by the center with one of them. Funding was on a multi-year basis.

Local education agencies were involved at the outset in every phase of planning. They recruited the personnel to be trained, and committed themselves to returning these persons to the educational system after their training was completed. Community persons were involved in planning and training, and they were often provided reimbursement for expenses incident to their participation.

The center/satellite model of organization effected dramatic changes in PPS, largely because the center had very substantial influence over the local projects to which it let subcontracts. Parity relationships were established among university, school system and community at each satellite project. The center took steps to assure that returning trainees were not isolated from one another, often involving them in the training of others. The participation of minority and low-income persons in the program increased substantially. Eventually, most of the center directors were minority persons.

The revised structure of the program is shown by the following list of the centers and their respective satellites.

Northeast Center, University of Pittsburgh
  Satellites at:
  Boston University
  State University of New York at Buffalo and
    Brockport (schools in Rochester and Buffalo)
  Garnett-Patterson Junior High School,
    Washington, D.C.
  Public schools selected from each the 5 cities

Midwest Center, Indiana University
  Satellites located in Chicago, Columbus, Gary,
  Indianapolis, Louisville and Urbana

Southeast Regional Center, sponsored by the historically black Tennessee State University and the historically white University of Tennessee
  Satellites included similar pairs of black and white institutions in five states: Alabama, Florida, Georgia, Mississippi and Tennessee, each using local schools in one or two cities

Southwest Center, University of New Mexico (focus on training Chicano's as candidates for the master's degree)
- Satellites at;
- University of Colorado
- University of Texas
- Fresno State University
- Arizona State University
- San Diego State University
- School systems in Denver, Albuquerque, Fresno, El Paso, San Diego and Phoenix

California Center, California State University at Hayward (focus on "Third World Education")
- Satellites at:
- School of Social Work, University of California at Berkeley
- Stanford University
- San Francisco State University
- San Jose State University

Northwest Regional Center, University of South Dakota (focus on the education of Native Americans)
- Satellites in 5 states: North Dakota, South Dakota, Wyoming, Montana and Washington

The satellites funded by these centers were universities in some cases, local education agencies in others, and sometimes both. In Phoenix, the funding recipient was a community group, Chicanos por la causa. Each center/satellite had its own objectives, which varied greatly among them. All of them provided master's-level or doctoral-level training for personnel in pupil personnel services, some of them through interdisciplinary teams of trainers. The focus was avowedly on developing change agents actually functioning in the schools, a goal that was facilitated by the fact that the LEA was involved in planning the prospect from the outset, and selected personnel from its own schools for training.

Each center provided technical assistance to its satellite projects, made site visits to them, and monitored their development.

There were two Leadership Training Institutes for the PPS Program, one under the clustering arrangement, and one under the center/satellite model. The first of these operated mainly as a steering committee of 6 of 22 members, who served an advisory function and had disappointing results. It was disbanded in August, 1971.

The second LTI was organized in 1972. It was a multicultural cadre of consultants. One member was assigned to each of the regional centers to provide technical assistance. These members were called "training fellows", and their ethnicity matched that of the target populations in their assigned areas. Most centers used these "fellows" extensively.

Other activities of the second LTI were network-building services, the training of personnel through workshops, seminars and conferences at regional and national levels, the operation of a clearinghouse of information in Washington, D.C., and the publication of vehicles of information dissemination, notably the LTI Newsletter, the PPS/LTI Journal, The Reflector, and miscellaneous individual publications - often the proceedings of workshops and conferences, sometimes video-taped, and evaluations. The LTI established very good contact with regional centers, and arranged contacts among the centers themselves.

Nearly $18 million was budgeted for the Pupil Personnel Services Program, distributed by fiscal years as follows:

1973	$ 1,281,000
1972	3,722,000
1971	4,586,000
1970	3,859,000
1969	4,436,000
Total	$17,884,000

The office of Education made one attempt at evaluation of PPS through the Resource Management Corporation. This evaluation was assessed as largely ineffective, because it dealt cursorily with only the first two years of PPS, and also included sections on other EPDA Programs. The regional centers also attempted some evaluation, but most of them only assessed part of their activities. An LTI effort at evaluation was suspended when it became clear that such activity was illegal.

The PPS program brought many minority persons into positions in education, as well as into leadership of the PPS program itself. It helped effect some liberalization of graduate admission policies, together with increased communication among universities, local education agencies, and community agencies. Moreover, the program brought increased emphasis on site-based learning for all training in pupil personnel services. It had little or no impact on university staffing patterns.

Probably the outstanding permanent accomplishment of the Pupil Personnel Services Program was the establishment of a network of minority and other people in inter-regional and inter-institutional linkages, so that communication and training could continue indefinitely along the lines developed in the program.

Vocational Education

The Education Professions Development Act was amended in 1968 to add Part F: "Training and Development Programs for Vocational Educational Personnel", which authorized support for two types of programs. One (Section 552) was for the advanced training of leaders in vocational education, and the other (Section 553) was for more general personnel training in the field.

Section 552 authorized "Leadership Development Awards" for study at institutions of higher education by such personnel "as administrators, supervisors, teacher educators, researchers, and instructors in vocational education programs."

Awards were restricted to persons who satisfied these criteria: two or more years experience in vocational education, current employment and reasonable prospects for employment in the field after further study, at least the bachelor's degree, and "leadership potential in the field of vocational education" in the judgment of their employers. Recepients of awards were to receive stipends, and the colleges and universities they attended were to get institutional-support grants.

In addition to training leadership personnel through the support of advanced study, OE sought to realize two general purposes through administration of the leadership development awards. The first was to enhance the status of vocational education in the academic community, largely through fostering the development of inter-disciplinary training programs.

The second was to help develop, through research, a body of information on the relations of teacher behaviors to student outcomes, and on the quality, location and need for vocational educators.

The Leadership Training Institute for the program invited representatives of potential university sponsors to meet in March, 1970 to help plan the program. Among other things, they sought to define the leadership qualities to be developed through "552 awards." Some 19 qualities were identified, from which a working definition of leadership was formulated -- "the ability to create group action toward an organizational objective with maximum effectiveness and cooperation from each individual."

OE's plans for administering the Leadership Development Awards Program required that participating universities establish an advisory committee for the program, including representatives from different vocational fields and departments, and also that each candidate be provided an internship outside the university. Institutions of higher education applied through the State boards if they wanted to be eligible for participation in the program. Individual applicants also applied through the State board, which screened them and sent them to the Commissioner for his final decision. Whenever possible, approved applicants were allowed to attend the institutions of their choice. OE attempted to place a sufficient number of awardees in each institution in order to facilitate the development of an esprit de corps among them and to induce the institutions to give them special treatment.

In all, 33 institutions were chosen to conduct projects under the program -- 11 in 1970, 7 more in 1971, 10 more in 1973, and 5 more in 1975. At the outset, candidates were placed in three-year programs leading to the doctoral degree, but reduced funds and a change in OE policy begining in 1973 led to awards for study in one-year leadership development projects.

Each participating student initially received $4,200 per calendar year plus $500 for each dependent. Beginning in Fiscal Year 1975, these amounts were increased to $4,800 and $750, repectively. For each participating student, the university received $2,500 per academic year, plus $600 for a summer program.

A total of 1,099 leadership development awards were made for study at universities in 26 states. Eighty-five per cent of the recipients were male, and 7 per cent were from ethnic minorities.

The sum of $9,965,000 was budgeted for this program in Fiscal Year 1969, and it was supplemented during subsequent years with funds budgeted for Part F, Section 553.

Funds available for evaluation of the Leadership Development Awards Program permitted only a mail survey of the original 11 institutional projects and a telephone survey of one-fourth of the graduates of the program. The survey of universities revealed very few institutional changes of importance. Perhaps most notable was the establishment at Rutgers University of a new Department of Vocational Education in the Graduate School of Education, which was to continue after the end of Federal funding. Apparently there was little significant change in course content at participating universities.

Among the 241 graduates responding to the telephone survey, 57 per cent found positions of higher status than they had before, suggesting that the program may have contributed to their upward mobility. Graduates of one-year projects felt that their training was too short, and that they were "vocationally oriented educators" rather than vocational educators. Those aspects of the program that respondents liked best, in order of rank, were internships in the field, interaction in groups, and the opportunity to take courses outside the field of vocational education.

Section 553 of EPDA's Part F authorized grants to State Boards of Vocational Education "to pay the cost of carrying out cooperative arrangements for the training or retraining of experienced vocational education personnel such as teachers, teacher educators, administrators, supervisors, and coordinators, and other personnel, in order to strengthen education programs supported by this part and the administration of schools offering vocational education. Such cooperative arrangements may be between schools offering vocational education and private business or industry, commercial enterprises, or with other educational institutions (including those for the handicapped and delinquent)".

The program developed under this section of the Act was called the "State Systems Program", or, more commonly, the "553" program.

The OE administrators of the program undertook to promote the development of these types of training projects suggested by the legislation: projects that would alternate periods of teaching with experience in field employment related to the subject matter taught; inservice training programs to improve the quality of instruction; supervision or administration of vocational education programs; and continuing preservice or inservice programs to improve the qualifications of persons entering or re-entering the vocational education field. The innovative aim of the first type of project was to bridge the gap between educators and the world of work by giving vocational educators field experiences in industry, labor, business and other occupational areas, and giving skilled practitioners in such fields experiences in programs of vocational education.

Grants under Section 553 were made to State Boards on the basis of applications setting forth policies and plans for their use. Each state was required to designate a personnel development coordinator to administer the program, and to establish a representative advisory council. State plans for a wide variety of projects were approved.

The total number of persons who participated in "553" projects in the several states is not known, but it was very large; there were 54,843 such participants in Fiscal Year 1975 alone.

Data from one-half of the states for projects operating in 1970-72 suggest that most participants were between the ages of 25 and 29, although the overall age range was quite wide. Two-thirds of them were men, and 85 per cent were white. About 10 per cent of the participants were black, 3 per cent Mexican American, and about 2 per cent Puerto Rican, Oriental and Native American.

Approximately 3 per cent of the participants had doctoral degrees, 39 per cent had master's degrees, 42 per cent had bachelor's degrees, and 14 per cent were high school graduates. Some 93 per cent of them were educators, and 7 per cent came from other fields.

A total of $61,021,000 was budgeted for this "553" program, distributed by fiscal years as follows:

1976	$10,000,000
1975	9,000,000
1974	11,268,000
1973	11,527,000
1972	6,645,000
1971	6,883,000
1970	5,698,000
Total	$61,021,000

There was no systematic evaluation of vocational education training projects under the State Systems Program, nor was there a follow-up study of participants' performance upon re-entering the field of vocational education. It is known, however, that the proportion of non-Federal vocational education funds spent by the states for teacher education was nearly doubled (from 1.0% to 1.9%) after the "553" program was launched. There was also the development of more systematic manpower planning at the state level.

OE and state officials closely associated with the program say that none of the states succeeded in coordinating vocational education with business and industry; efforts to this end led in most cases only to a few guest lectures. The workshops for principals conducted in many states were reported to be notably successful, in that they enhanced the understanding of these administrators of the "new learnings" of "553" participants from their schools. It appeared also that the program influenced improvements in career education programs in many schools. Some progress toward improved vocational education programs for the disadvantaged and the handicapped was made, but apparently not much.

EPDA's State Systems Program (Section 553) furthered the professional development of many thousands of workers in the field of vocational education, and thereby helped improve school programs in the field; but, as is so often the case with such programs, confirming evidence is not available.

Bilingual Education

The presence of large numbers of non-English speaking children in the schools poses a serious problem that American education has not yet come near to solving. Traditionally, such students were discouraged from the retention and use in schools of any mother tongue other than English. During the past few decades, this policy was altered somewhat with the introduction of programs to teach "English as a second language". The most recent development in the field, enjoying impressive support from professionals and laymen, is the use of both English and the non-English mother tongue as mediums of instruction in school, in "bilingual education".

As defined by Title VII of the Elementary and Secondary Education Act:

> Bilingual education is instruction in two languages as mediums of instruction for any part or all of the school curriculum. Study of the history and culture associated with a student's mother tongue is considered an integral part of bilingual education.

The EPDA Bilingual Education Training Program was developed to help meet the critical shortage of teachers qualified to conduct instruction through the non-English language of bilingual children. It is estimated that when the program began there were at least 3,000,000 children of school age who could benefit from such instruction. Whereas the non-English side of bilingual instruction would require close to 50,000 teachers, fewer than 3,000 were employed in school programs of bilingual education; and the preparation of these few for work in the non-English language was widely believed to be inadequate.

Legislative authority for the Bilingual Education Training Program was at first not explicit; the discretionary Part D of EPDA listed among programs that "may" be developed: "programs or projects to train or retrain persons engaging in special educational programs for children of limited English-speaking ability". OE chose to support training for personnel to serve in bilingual education programs. Its official policy, as formulated in 1974, stated:

> The ultimate target groups of children to be served must be elementary and secondary "bilingual children", i. e., those who have a mother or home-tongue other than English; the trainees or participants in funded projects should be "bilingual teachers"; and the substance of the training must be "bilingual education."
>
> Five categories of eligible participants were defined:

1. Experienced teachers who have native speaking competence or the equivalent in the non-English tongue but whose education has been through English.
2. Persons of category "1" above who are not experienced teachers.
3. Persons in the above category who aspire to work as instructional aides.
4. Those educated abroad through the non-English language who are already teachers, or who aspire to become teachers.
5. Supervisors or administrators or trainers of educational personnel possessing native speaking competence or the equivalent and concerned with bilingual education in elementary and secondary schools.

Thus, all participants in the program were to be native speakers of the non-English language or have equivalent competence.

Six basic kinds of training projects were designed -- one for each of the categories listed above and one for American Indians. Projects were both preservice and inservice, involved full-time study during the academic year, or part-time or summer training; and included in most cases a practicum experience in a bilingual school.

The EPDA Bilingual Education Training Program was planned to complement related programs under ESEA Title VII; and preference in the selection of trainees went to teachers, aides, supervisors, and other personnel in Title VII projects. Moreover, when there was a Title VII project in a near-by school, the EPDA training projects were expected to seek permission to use that school as a practicum and training site.

Grants for training projects were awarded to 26 colleges and universities and to 8 public school systems in most geographical regions of the country, plus Puerto Rico and Trust Territory of the Pacific. The full list of grantees follows, together with the fiscal years in which they conducted training projects.

University of New Mexico (Spanish)	FY 69, 70, 71, 72, 73
University of New Mexico (Pupil Personnel)	FY 73, 74
Department of Education, San Diego County, California (Spanish)	
Southwest Texas State College (Spanish)	FY 69
University of Texas (Spanish)	FY 69, 73, 74
Navajo Community College (Navajo)	FY 70, 71, 72, 73
Pima County Junior College (Spanish)	FY 70, 71, 72
University of Redlands (Spanish)	FY 70, 71
District of Columbia Teachers College (Spanish)	FY 70, 71
University of Illinois, Chicago (Spanish)	FY 70, 71, 72, 74
New Mexico State Department of Education (Spanish)	FY 70, 71, 72
Philadelphia Public Schools (Spanish)	FY 70
University of South Dakota (Sioux)	FY 70, 71, 72, 73, 75
Edgewood Independent School District, San Antonio, Texas (Spanish)	FY 70
Antioch College (English, Spanish)	FY 71, 72, 73
State University of New York, Albany (Spanish)	FY 71, 72, 73, 74, 75
University of California, Santa Barbara (Spanish)	FY 71, 72, 73
Dade County (Florida) Public Schools (Trainers of Teachers)	FY 71, 72, 73, 74
California State College, Los Angeles (Leadership Training)	FY 71, 72, 73, 74
District of Columbia Public Schools (Spanish)	FY 72, 73
Berkeley (California) Unified School District	FY 73, 74
New York City Board of Education	
Board of Education of Puerto Rico	FY 73
Sheldon Jackson College, Alaska	FY 74
College of Ganodo, Arizona (Navajo)	FY 74
De Anza College, California (Spanish)	FY 74, 75
San Francisco State University (Chinese)	FY 74
Denver School District No. 1 (Spanish)	FY 74
Seton Hall University, New Jersey (Chinese, Japanese)	FY 74, 75
Eastern New Mexico University (Spanish)	FY 74
Community School District 19, New York City (Spanish)	FY 74
Hunter College, City University of New York (Spanish)	FY 74, 75
Southwestern State College, Oklahoma	FY 74, 75
Trust Territory of the Pacific (Micronesian)	FY 74, 75
University of Utah	FY 74

More than 1,000 participants studied in the projects supported at these 34 institutions and agencies. The non-English language in most of the projects was Spanish; although there were also projects for Navajo, Sioux, Chinese, Japanese and Micronesian. More than one-half of the projects sought to train bilingual teachers; more than one-third of them focused on training teacher trainers in the field. There were full-time and part-time academic year projects and summer projects. A wide variety of training activities were used at the different sites.

Some $10,460,050 was budgeted for the Bilingual Education Training Program, distributed by fiscal as follows:

1976	$ 273,100
1975	$ 406,950
1974	$ 2,311,000
1973	$ 2,817,000
1972	$ 807,000
1971	$ 919,000
1970	$ 918,000
1969	$ 2,008,000
Total	$10,460,050

The allocations for Fiscal Years 1973, 1974 and 1975 were mandated by a "set-aside" provision in the Education Amendments of 1972. Responding to widespread demands for more training opportunities in this rapidly-growing field, Congress stipulated: "Not less than 5 per centum for the amounts available for the purpose of Part C or Part D (of EPDA) shall be used for the training of teachers for service in programs for children with limited English speaking ability." The $273,000 available under the 5 per cent "set-aside" provision for Fiscal Year 1976 (when the total appropriation for EPDA had been reduced drastically) was assessed as too small for continuation of the Bilingual Education Training Program on a national basis, and it was transferred for administration by the much larger Office of Bilingual Education.

Because of limited funds for travel, OE managers of the Bilingual Education Training Program were allowed to conduct on-site evaluation of only a very few projects. For example, during the academic years 1970-73, travel funds were made available only for one site visit to each of seven projects, three of which were visited on the same trip. The Washington, D. C. project, close at hand, was visited several times.

In 1971-72, the Resource Management Corporation conducted an evaluation of the program on the basis of questionnaires mailed to project directors, but OE managers of the program assessed its reports as of little value. Not only were some responses known to be self-serving distortions, but the items included in the RMC questionnaire did not-- probably could not--elicit important information concerning crucial aspects of the program.

On the basis of a few site visits, extended discussions with project directors (often by phone), and examination of relevant documents, the OE managers of the Bilingual Education Training Program were able to identify a number of features that enhanced or detracted from the effectiveness of the projects. Notable among the positive features were a number of highly competent project directors and instructors, fluent in English as well as their mother tongues--Spanish, Sioux (i.e., Lakota), Navajo, and others. Another was the effective use of practicums. One negative feature was the use of inappropriate instructional materials prepared by "outside" agencies. The most serious and widespread feature detracting from the effectiveness of these training projects was the virtual illiteracy of a large number of the trainees in their own non-English "mother tongue"; they were, themselves, victims of the traditional school policies that bilingual education was designed to correct.

Indian Education

The American Indian Teacher Training Program was addressed to the critical need for native teachers of Indian students and for culturally sensitive curriculum materials in the schools they attend. This program, too, was authorized by the Educational Ammendments of 1972, which added Section 532 to EPDA, mandating a 5 per cent "set-aside" for grants to and contracts with institutions of higher education and other agencies "for the purpose of preparing teachers of children living on reservations serviced by elementary and secondary schools for Indian children operated or supported by the Department of Interior..." The amendment stipulated, further, that "preference shall be given to the training of Indians."

In awarding grants under Section 532, OE gave priority to proposals that satisfied two criteria:

1. All projects and programs developed through implementation of these grants should show promise of increasing the quality of educational activities, both curricular and extra-curricular, in schools serving Indian children, and should provide for the special training need for teachers of Indian children. Each proposal should also indicate how the grantee will obtain assurances that persons who participate in the programs intend to teach in schools for children living on reservations.
2. Projects should aim to increase, as rapidly as possible, the number of Indian teachers and other Indian education personnel in schools serving Indian children. To this end, the selection process for participants in the training program will give preference to Indians.

During the first academic year of the program, 1973-74, a grant of $104,095 was made to the National Indian Education Association for the purpose of providing technical assistance to grantees; and this Association continued to serve as an umbrella organization for projects. It conducted national conferences of project directors, made site visits to projects, consulted with project personnel, and provided technical assistance of many kinds. It also published a newsletter for projects in the program, entitled Echoes.

During four years of the program's operation, 55 grants to support training projects were made to four types of agencies: (1) tribal organizations, (2) non-profit American Indian organizations, (3) colleges and universities, and (4) contract or Indian-controlled schools. Most of these grants (62%) went to colleges and universities.

Five types of training projects were supported by the grants, as listed below with their frequencies:

Teacher training	35
Inservice training	9
Intern training	9
Curriculum development	1
Technical assistance	1
	55

The ethnic composition of personnel in the program is illustrated by the 18 projects operating in 1973-74, for which fairly complete data are available. Among 138 staff members, 70 (51%) were Indians. Among 1,343 participants, 762 (57%) were Indians; 398 (30%) were non-Indian; and the ethnic identity of 183 (13%) was not known. The Indian participants belonged to 72 tribal groups.

Most of the 1,343 participants in 1973-74 (63%) were teacher aides. Teachers constituted 28 per cent of the total, intern teachers 5 per cent, full-time students 3 per-cent, and "others" 1 per cent.

A total of $5,776,050 was budgeted for the American Indian Teacher Training Program under the 5 per cent "set-aside" provision of EPDA Section 532, distributed by fiscal years as follows:

1976	$ 273,100
1975	$ 406,950
1974	$2,306,000
1973	$2,730,000
Total	$5,776,050

Suggestive of the program's accomplishments is the fact that 111 of the partcipants in 17 projects during 1973-74 earned academic or professional degrees and certificates. The master's degree was awarded to 10 (9%) of them, the bachelor's degree to 36 (32%), the associates degree to 25 (23%), teacher certificates to 6 (5%), and program completion certificates to 34 (31%).

The National Indian Education Association undertook to evaluate the American Indian Teacher Training Program on the basis of site visits and a survey instrument. It identified problems among many projects in budgetary, staffing and administrative areas, and especially inadequacies in the development of relevant instructional materials. Overall, however, the Association concluded that most of the projects were successful in accomplishing their objectives.

Volunteers in Education

The Volunteers in Education Program (VIE) sought to enhance the effectiveness of volunteer activities in the schools through programmatic assistance and the dissemination of relevant information. Specifically, it undertook (1) to improve the quality of services given by volunteers, especially in the area of reading; (2) to train coordinators of volunteers to operate programs more effectively; (3) to develop training materials for use in volunteer programs; and (4) to enhance the working relationships between volunteers and the school communities in which they served.

The Office of Citizen Participation was created within OE to help increase the extent of citizen involvement and volunteer service in Federally-supported programs by expanding the use of educational volunteers, attempting to arrange for participation of the poor on local educational advisory committees, and encouraging greater use of business and industrial resources in education. Approaches toward achieving these goals included the development of strong tie-ins with other OE programs in which volunteers could be used, increased public relations efforts to promote wider use and acceptance of volunteers, personnel training to improve the quality of services given by volunteers, support and technical assistance to volunteer activities through regional workshops and on-site field visits, and the production of written materials to assist volunteers and their trainers. In this latter connection, a bi-monthly newsletter, Volunteer Viewpoints, was published; Volunteer ABC's: A Manual for New Programs, was revised; and a brochure was prepared for national distribution.

Grants for VIE projects were awarded to institutions of higher education and state and local education agencies on the basis of proposals describing training and other project activities, staffing, selection of participants, budget, and evaluation procedures. Awards were made for the support of 19 projects in 14 states and District of Columbia. Fifteen of the projects were supported for 2 years each, 3 for 3 years, and 1 for 4 years. Many projects adopted inspirational titles, such as "Project Upswing" (in 4 states), "Project Voice," "Project Motivate," and "Project Reachout."

Program activities varied among the several projects. They included training institutes and workshops for both teachers and volunteers, tutoring (especially in reading), recruitment campaigns, slide-tape presentations, the organization of broadly-representative advisory councils, the preparation and distribution of materials, and others.

Project Motivate at the Des Moines Area Community College was notably productive of materials. It prepared a comprehensive handbook on the administration of volunteer programs, a booklet entitled Guidelines for the Volunteer Tutor, a film entitled "The Art of Human Giving," a slide-tape called "Beginning to Read," a book entitled Educational Multi-Media for Mathematics and Science Tutors; and it also prepared a special recruitment brochure more than 1,000 copies of which were distributed.

In all, 10,313 persons, not including students, were trained in 17 of the 19 VIE projects. The numbers of such trainees ranged from 10 at the University of Utah to 4,430 at the Florida State Department of Education.

The central VIE office compiled a National Directory of Volunteer Programs. It organized a National Consultant Corps. It effected liaisons with other EPDA programs, notably Teacher Corps, New Careers in Education Program, and Career Opportunities

Program. It also developed cooperative relations with the Bicentennial Planning Committee, ACTION, the Right-to-Read Program, the military services, business and industrial corporations, and over 20 major service organizations--encouraging all of them to support educational volunteer activities, and providing them with materials and technical assistance. The Leadership Training Institute for VIE published a handbook entitled A Philosophical Approach for Volunteers, and distributed 12,000 copies of it to school systems throughout the nation.

A total of $525,000 was budgeted for the Volunteers in Education Program, $275,000 in Fiscal Year 1971 and $250,000 in Fiscal Year 1972. Funds from other EPDA sources were made available for the continuation of the four projects that operated for 3 or 4 years each.

Project Upswing--which included projects at the University of Denver, University of Mississippi, Univeristy of Missouri at St. Louis, and San Francisco State College--was evaluated by Operations Research, Inc. It was found, among other things, (1) that teachers, administrators and students perceived the project as a form of recognition and special attention; (2) that students tutored by volunteers on a 1-to-1 basis made significantly more progress in reading achievement than un-tutored students; but (3) that the volunteers given 40 hours of training were no more effective than untrained volunteers in promoting students' growth in reading achievement. More or less informal evaluations at other projects documented such accomplishments as increasing the number of schools with volunteer programs, the development of state-wide consortia among agencies using volunteers, and others. There was no comprehensive, systematic evaluation of the program as a whole.

Teacher Training in Developing Institutions

The Teacher Training in Developing Institutions Program (TTDI) grew out of an earlier program called Teacher Development in Desegragating Schools (TDDS). Like its predecessor, TTDI was addressed to the general problem of educational equity for blacks, and to the special problem of minimum involvement of black colleges and universities in Federally-supported programs of educational personnel development. Because of their relatively poor resources, especially research facilities, and/or for other reasons, black institutions--despite their greater need--tended to receive proportionately very limited support through Federal funds. TDDS and TTDI sought, partially at least, to correct the imbalance.

The program also undertook to counter the trend toward absolute decline in the number of black teachers in the South. Between Fiscal Years 1968 and 1971, for example, 5,000 black teachers, principals and other personnel were displaced from the schools incident to the process of desegregation. TDDS and TTDI sought to help those thousands of black teachers return to positions in the schools, and at the same time to prepare both white and black teachers for more effective service together in desegregated schools.

The general goals of the program were defined at a three-day conference of presidents of black colleges and universities in Mobile, Alabama, in July 1969, convened by the director of EPDA's Division of Program Resources. Those goals were to enhance the capacities of the black institutions in the field of teacher education, to improve the competence of teachers in service or recently displaced, and to facilitate the process of school desegregation.

Incidentally, in a formal pronouncement, the conference also expressed "outrage" at the "inadequate understanding of our problems and at the weakness of proposed solutions" reflected in the behaviors of the Office of Education and the Congress. As a means of promoting their interests, they formed the National Association for Equality in Higher Education, with a membership of 87 institutions and an office in Washington, D.C.

In the fall of 1969, an OE task force made recommendations for the more effective use of EPDA resources by black colleges and universities. Personnel training programs were to be supported on the basis of acceptable proposals to increase the capacity, competence or numbers of black college faculties to train teachers for the schools; to engage these faculties in intensive projects of inservice education for school teachers--mostly blacks-- in their immediate areas; and to help black and white teachers learn to work well together. Four substantive areas of personnel training were specified: reading, language arts, mathematics and black studies. There were also to be special projects for displaced teachers and administrators.

Several strategies were agreed upon for emphasis in approved projects. They were to combine summer institute and academic year training on-site with inservice activities; to combine workshop instruction with experience in the classroom; to encourage inter-disciplinary approaches, multicultural education, and human relations training in all projects; to train teams who would then deliver training to their peers; to encourage "parity" and consortia (interinstitutional arrangements); to link staff development and educational reform; to deliver technical assistance and support via a Leadership Training Institute; to encourage goal analysis, systematic planning and the specification of desirable performances; to enhance the credibility of the institutions and individuals by demonstrating competence and commitment to human rights; and to encourage the institutionalizing of innovations by the participating colleges and universities. It was also hoped that the TDDS/TTDI projects would to some extent incorporate competency-based teacher education.

Initial grants were made in February 1970 for TDDS projects in 26 colleges and universities. The change in the program's name -- from "Teacher Development in Desegregating Schools" to "Teacher Training in Developing Institutions" -- was made in 1972. The new name, it was thought, expressed a wider focus -- not only institutions undergoing desegregation, but all institutions traditionally involved in training minority personnel for education, particularly in the South.

During three years of the program's operation (FY 1970-1972), 105 projects were funded at 52 institutions, some of which had multiple projects. Fifteen of the projects continued for the full three-year period. The frequencies of projects in the several substantive areas are shown below:

Language Arts	37
Mathematics	18
Afro-American Studies	15
Human Relations Specialist	14
Displaced Teachers	12
Displaced Administrators	9
Total	105

The displaced teachers and administrators in the program received substantial stipends and dependency allowances for study at various institutions of higher education. Participants in the training workshops at the 52 institutions receiving grants were given smaller stipends and tuition-free training experiences.

More than 5,000 trainees participated in TDDS/TTDI projects. About 73 percent of them were black, and some 92 per cent were women. Sixty-eight per cent of these participants held bachelor's degrees, 27 per cent held master's degrees, and 5 per cent held doctorates. The participants held teaching or administrative positions on all school levels, most of them in junior and senior high schools.

Most of the TDDS/TTDI projects conducted both summer workshops on campus and academic-year programs that combined inservice training at school sites with on-campus study. The school-based inservice activities offered guidance to project participants in their regular school settings; and they also sought to involve -- and thereby influence -- the nonproject faculty peers of participating teachers. In this way, participants in the program were able to engage many thousands of their colleagues in inservice training, 61,768 of them during 1972-73 alone.

The Leadership Training Institute for the program was based at Dillard University. It included distinguished persons from the field of education and other disciplines, persons knowledgeable about the grantee institutions, and representatives of the students served by them. The LTI made site visits to the projects, gave technical assistance to them, conducted several conferences of all project directors, and gave overall guidance to the program.

Budgetary allocations for the program totaled $20,359,000, distributed by fiscal years as follows:

1972	$ 4,870,000
1971	$ 5,556,000
1970	$ 9,466,000
1969	$ 467,000
Total	$20,359,000

TDDS/TTDI was one of the few EPDA programs that arranged for an overall, "outside" evaluation during each year of its operation. The primary contractor was Virginia State College, which subcontracted with the Human Affairs Research Center, Inc. (HARC), to conduct and report on the evaluations.

HARC relied mainly upon reports by project personnel on carefully designed inquiry forms. It assembled demographic data and documented the nature and frequencies of project activities, including the role of the LTI. Among other things not previously reported in this description, it found (1) that most projects emphasized didactic instruction with some practicum experience during the summer, and achieved substantial multiplier effect through follow-up activities in the schools during the academic year; (2) that all but a few projects included a human relations/multi-cultural education component in their training programs; (3) that a number of recommended strategies were not widely adopted, notably systematic planning and development, parity in decision-making, and institutionalization of innovations; and (4) that there was very little inter-project communication, and hence minimal exchange of information about effective strategies. Because of limited funds and the limitations of evaluation as a science, the main goals of the TDDS/TTDI program -- improved teacher performance in the classroom and growth in student achievement -- were not assessed.

Media Specialists

The Media Specialist Program (also referred to as the Educational Technology Training Program) sought to improve students' learning in school by increasing the number of specialized personnel qualified to assist and support teachers and administrators in the effective use of audio-visual instructional media and in the development of more effective instructional media.

Specific training objectives formulated for the program called for participants to be able: (1) to generate and test theory and methodolgy related to instructional technology and to develop validated instructional materials; (2) to translate theory and empirical evidence about learners, media, subject matter content, settings and techniques into specifications and designs for effective instructional systems; (3) to produce specific instructional materials by following design specifications and artistic standards; (4) to provide information to persons responsible for instructional programs and thus enable them to make appropriate adaptive decisions regarding the management, development and utilization of media in instruction; (5) to employ media in instructional settings for the purpose of bringing about specified changes in learning; (6) to plan, establish and maintain the organizational structure necessary to support activities required in the operations and management of media services, including the training of teachers and administrators to use media effectively; and (7) to plan, establish and maintain the means for supplying essential information, both internal and external, necessary to the operations and management of a media service.

Grants for the support of projects in the Media Specialists Program were made on the basis of approved proposals from local and state educational agencies and from colleges and universities, including junior or community colleges. Projects were favored that incorporated elements of career education, the training of minority persons, and improvement in the education of the disadvantaged. Top priority was given to projects that insured the utilization and support (in terms of time, facilities, resources, etc.) of newly trained personnel in schools and school districts during and/or at the completion of the project.

The Media Specialist Program supported the National Media Institute, a consortium consisting of Michigan State University, Syracuse University, University of Southern California, and United States International University. It concentrated on designing instructional strategies, producing specific instructional materials, and providing experience in decision-making skills to teachers, administrators, policy-makers and specialists regarding the management, development and utilization of media instruction.

Over a period of three years (FY 1969 to 1972), $7,829,000 was allocated by EPDA to the Media Specialist Program.

Programs to Develop Educational Leadership

Three programs are included in this category. The Leadership Development Awards Program, which fits this classification, is described above as part of the Vocational Education Program.

Educational Leadership Program

The EPDA Educational Leadership Program had three components: National Program for Educational Leadership (NPEL), a City University/City Schools Program, and a series of intensive institutes for the nation's chief state school officers (i.e., state superintendents of public instruction).

NPEL was an experimental effort to provide new kinds of leaders for American schools. On the premise that there was a national leadership crisis, it sought to identify, recruit and train personnel with histories of prior leadership success in fields other than education who could be placed in influential administrative positions, preferably in large urban school systems, to redirect those institutions in crucial areas such as race relations, the use of drugs in schools, student activism and others.

Two surveys of the behavior and beliefs of school administrators convinced BEPD's leaders of the need for such a program. A questionnaire by the American Association of School Administrators to 1,384 of its members revealed that the respondents did not assess race relations, integration, segregation, the use of drugs, and student activism as among the top ten most critical issues in public education. Another survey of leader behavior conducted by Ohio State University reported very similar results. The educational leaders involved in both surveys seemed to have little sense of urgency about social problems.

NPEL's plan was to train 100 fellows for a "more enlightened" kind of educational leadership through full-time study at selected institutions of higher education. Each fellow was to receive up to $18,750 (depending on the level of his earnings) during one or two years of study, and each participating institution was to receive a support grant of approximately $50,000 a year. The colleges and universities were to participate in the recruitment of fellows, to plan and direct individualized study programs for 3 or 4 fellows each, and to help identify a "bank of non-university experiences" that would be valuable for all fellows.

Fellows were chosen partly on the basis of their ideas about education and their commitment to its needs, as evidenced in interviews, an autobiographical essay and an essay on educational problems. They came from socially-oriented fields outside of education -- business, law, social work, the ministry and others. Emphasis was placed on the recruitment of minority persons. The Rotter Internal-External Scale and the Fiedler Least Preferred Co-Worker Scale were used as aids in the selection of candidates.

Seven colleges and universities and one state education agency were selected from among 60 institutional applicants for participation in the program, and were organized into a consortium that developed many strong interrelationships. They were City College of New York, Claremont Graduate School, Northwestern University, University of Texas at Austin, Ohio State University, North Carolina State Department of Education, Navajo Community College and Fisk University. The latter two institutions joined the consortium in 1971 and 1972, respectively; whereas the others joined in 1970.

The recruitment of fellows proved to be more difficult than the planners had expected, especially as regards women candidates. Sixty-two were admitted into the program, 54 men and 8 women. About four-fifths of them were married.

Their distribution by ethnic identity was: 25 white, 19 black, 9 Navajo, 6 Chicano, 2 Puerto Rican, and 1 Asian-American.

Although each fellow had his own individualized program, all of them studied "education" as a discipline, the learning process, value bases in education, characteristics of educational organizations as complex social units, relationship between educational organization and their environment, contemporary issues in education, educational administration technologies and strategies, interpersonal skills, and role preparation (in which the fellow would identify his next position before leaving the program). There were arrangements for helping each fellow in his new position after the NPEL experience.

Each fellow undertook at least one internship at the Federal, state or local level: temporary or part-time positions as teachers and aides, or as acting principal or acting superintendent. They wrote papers, conducted studies, and held conferences on such subjects as ethnicity and education, student rights, and the financing and management of public education. The fellows reported monthly on their activities and conferred with their supervisors. Data collected from training sites were evaluated and discussed regularly by the central NPEL staff, which included, among others, a social psychologist, a sociologist/historian, and a program evaluator.

The period of NPEL training lasted between one and two years. When all concerned parties agreed that a fellow was "ready", attempts were made to place him or her in a suitable administrative position. Early expectations that fellows could be placed at high levels of administration in urban school systems were not realized, for several foreseeable reasons. First, financial pressures made schools generally conservative in their hiring practices. Second, many fellows did not hold the standard credentials required by most school systems. Third, the school systems were reluctant to hire people trained specifically to deal with social problems and school reform; they perceived this new leadership as threatening. Fourth, the superintendency is a "plum" for which several other people -- insiders -- in every city are already standing in line, waiting.

Even so, 41 of the 62 fellows were placed in positions by July 1974. Ten of the others were continuing study toward doctoral degrees, and 11 had not found jobs.

The fields in which 40 of the fellows were appointed to positions are listed below, together with their respective frequencies.

Local education agency, central office	9
Higher education, community college	9
Local schools	4
State education agency	4
Federal education agency	3
Physical and mental health	3
Federal agency, non-education	2
Corrections reform	2
School board association	1
Private foundation	1
Education Commission of the States	1
Law	1
	40

Analysis of the organizations and roles involved in 41 placements led NPEL managers to classify them as follows:

Traditional role, typical organization	9
Traditional role, atypical organization	6
Non-traditional role, typical organization	13
Non-traditional role, atypical organization	13
	41

Although these NPEL placements were not in the hoped for positions of leadership, managers of the program assessed many of them as "positions with great leverage potential in terms of the number of people affected in dollars expended." They were regarded as "first steps toward higher positions in urban school systems."

A total of $18,735,000 was allocated to NPEL, distributed by fiscal years as follows:

1973	$ 4,395,000
1972	$ 5,084,000
1971	$ 3,892,000
1970	$ 2,739,000
1969	$ 2,625,000
Total	$18,735,000

There was an early appraisal of the National Program for Educational Leadership by the Evaluation Center at Ohio State University; and subsequently an evaluator from the program's national office assessed the fellows' programs, and interviewed 10 of them at length after their training was completed. All participants rated the NPEL experience highly, noting that it gave them increased self-confidence, opportunities for travel, and prospects for upward mobility in their careers. Some institutions -- e.g., Ohio State University and University of Texas -- redesigned their programs for the preparation of educational administrators, adopting many of NPEL's procedures. Approximately 100 other institutions are said to have initiated programs which follow in some ways the NPEL model.

The City University/City Schools Program was designed to transform the estrangement in some communities between the city school system and the city university into strongly positive relationships. Using the inducement of fellowships and university allowances, the program was instrumental in developing cooperative relationships in the following six large cities. (In each case, the partner underlined served as the grant's fiscal agent).

Boston City Schools - Harvard University
Philadelphia City Schools - Pennsylvania State University
Jacksonville City Schools - University of Florida
Los Angeles City Schools - University of California, L.A.
Detroit City Schools - University of Michigan
Chicago City Schools - University of Chicago

The City University/City Schools Program lasted three years, providing each partnership about $300,000 a year. It was focused on training for school administrators that was designed to meet the needs for inservice training identified by the school-level partner. For example, in Los Angeles and Detroit, the school systems requested, helped design, and got specialized training for their school principals that would otherwise have been unavailable. Evaluation of the program showed that its strategy did succeed in establishing or strengthening the mutually-supportive relationships that were its goal.

The chief state school officers' annual institute was still another response to BEPD's perception of the need to deal with the increasingly unavoidable interrelatedness of all of the subsystems that make up the total system of education in the United States. At a cost of about $100,000 a year, the persons most responsible for public education in the states were able to meet for a week and to examine together the matters that concerned them most. The value of the institutes to them was such that similar annual sessions have continued even though EPDA support is no longer available.

Fellowships for the Management of Change

The Fellowships for the Management of Change Program (MC) undertook to train educational administrators in the principles and skills of organizational development, and thereby to equip them to initiate, accelerate, and manage desirable change in local educational agencies and institutions of higher education. Its underlying assumption was that many -- if not most -- educational administrators were inadequately prepared to cope with the complex problems arising from changing relationships within the school organization and between it and its environment, and that mastery of the insights and techniques of the relatively new field of organizational development would enhance their ability to do so.

The overall plan of the program was to provide fellowships to enable administrators, would-be administrators and others to study at universities with expertise in systems management and organizational development, their training to be conducted largely in teams which also included supervisors and teachers. Cooperative arrangements for training were to be developed through parity relationships among the local education agency, the state education agency and the institutions of higher education.

Four general objectives were defined for the program:

1. Retrain and upgrade teams of educational administrators, supervisors, and teachers from individual school systems in systems management and organizational development.
2. Develop models for management of educational change that are directed to the unique needs of IHEs, SEAs, and LEAs situated in urban, rural, and suburban areas.
3. Provide knowledge, competencies, and skills needed to accommodate the system to the needs of exceptional children within the regular classroom.
4. Increase the capability of training institutions to meet the new training needs.

Participating universities were to be distributed approximately evenly among the geographical regions of the country, and each would be responsible for training between 15 and 25 fellows. Each university would be chosen in cooperation with local educational agencies. Selection criteria included: (1) presence of a doctoral program in educational administration, organized on an inter-disciplinary basis; (2) capacity in research and development, and in the training of personnel for educational and organizational management; (3) emphasis on organizational development and the behavioral sciences, with coordination between these areas; and (4) ability to provide field experiences (internships) for fellows that involve cooperative relations with local educational agencies and other universities.

The recruitment and selection of MC fellows was solely the responsibility of the participating universities. They were required, however, to adhere to state quotas determined by a population-based allocation system established in the Office of Education.

Although there was only an interval of six days between announcement of open competition for the new fellowship program in Federal Register and the deadline for proposals (June 14 to 20, 1973), 105 institutions submitted proposals. Twenty-one of them were approved for funding during 1973-74, with grants ranging from $170,500 to $387,500 each. Subsequently, 11 of the 21 institutions submitted continuation proposals for the 1974-75 academic year, and 7 of these were approved with substantially reduced budgets. The 21 universities receiving grants were located in 16 states and the District of Columbia.

A total of 464 fellows -- 286 men and 178 women -- were selected for participation in the MC program, distributed fairly evenly among 9 of the 10 geographical regions. Approximately 55 per cent of them were white, 30 per cent black, 6 per cent Chicano, 6 per cent American Indian, and 3 per cent "other". More than one-half of these fellows (58%) were enrolled in programs for the training of administrators, and the remainder were enrolled in teacher-training and related programs.

Training programs for fellows at the several universities included regular courses, special seminars and field work, with an emphasis on teamwork and individualized instruction. Eighteen of the 21 institutions are known to have conducted a total of 105 field-work projects, 50 of them in local education agencies.

The Fellowships for Management of Change Program had no budget line of its own, but was financed under EPDA Part C: "Fellowships for Teachers and Related Educational Personnel". Allocations for the program during the two fiscal years of its development were as follows:

1975	$ 564,758
1974	5,913,000
Total	$6,477,758

Evaluations of some kind were conducted by 17 of the MC projects, including at least 11 self-evaluations and 2 by outside agencies. It was reported, among other things, that the projects were developed in accord with OE guidelines; that many of them undertook to disseminate their experiences to the profession at large; that parity relations were established among state and local education agencies and participating universities; that the training institutions employed new faculty, hired outside consultants, and developed new courses and field-work projects, at least for the duration of the program; and that progress was made toward the development of models for the training of personnel in the management of educational change. There is no evidence, however, that the program was successful in effecting significant change in educational practice.

Project Open

Project Open sought to foster educational reform by developing "networks" of interaction among teacher educators in the universities, public school officials, and community leaders. It was an outgrowth of the Trainers of Teacher Trainers Program (TTT), and reflected lessons learned in that and related EPDA programs.

The basic premise of Project Open stems from systems theory. It is that important and abiding change in any part of the educational system requires some measure of transaction with other parts of the system; it cannot be effected within the "closed" subsystems of individual institutions, or even such isolated strata of the educational enterprise as "elementary schools" or "universities". Thus, the Project undertook to bring public schools into joint endeavors with universities, community leaders into interactions with school leaders, and all three into cooperative relationships with business, the professions, and agencies of city, state and national government. It provided a variety of forums and action opportunities for the development of new configurations and new relationships -- all to the end of achieving needed educational reform.

The approach was to organize carefully structured dialogue among leaders with similar roles in the field of education and between them and other community leaders. Interfacing networks among such personnel were established, with the expectation that they would be open to new members, expand, and develop unique but replicable patterns for interaction around problems of the schools and the communities they serve.

The three main role networks established were for superintendents of schools, for deans of universities, and for presidents of institutions of higher education. There were also principals' workshops and several spin-off groups, involving personnel from education and from other areas of the society, both public and private.

The Superintendents' Network functioned in Dallas and Washington, D. C. They discussed such problems as oppression in the schools, racism, and how to move from desegregation to a pluralistic society. They also explored new functions of their own roles: creative leadership, problem-solving styles, new concepts and strategies for social change, making their organizations work better, and how to deal better with groups that interact with the public schools, such as universities, legislatures, courts, and community groups.

The Deans' Network had two parts -- deans from the "Big 8" universities, and deans from the "Big 10". Participants were deans and assistant deans in graduate schools of education. They held several conferences in different cities, the first in September 1973, and several more during 1973-74. The chief concerns of the Deans' Network were how to use Project Open for cooperative action, how to influence national policy development, and how to create better relationships with the teaching profession. In large-group and subgroup sessions extending for several days, they discussed such subjects as in-service education, the teacher surplus, accountability laws and how to modify them away from monolithic tests, professional standards and accreditation, interaction with other role networks, improving their own credibility with teachers, influencing Congressmen, ways to aggregate income, effects of student activism, minority enrollment, and many others.

The Presidents' Network first met at Appalachian State University in the Fall of 1973, and discussed a number of problems within and external to their institutions. They proposed a national network to bring about change in higher education, continuous innovation in all participating institutions, and the development of interaction with outside organizations. The second meeting developed commitments by some of the presidents to write position papers on how the network could influence legislation, educational change and reform, and internal change. At the third meeting, the papers were read and discussed; and a large conference involving other groups was planned, to be held at Southampton, New York.

One of the spin-off groups formed through Project Open was the Multi-Cities Program. Superintendents and community officials from Dallas, Ft. Worth, Cincinnati, Jacksonville, Nashville, Detroit, Denver, Milwaukee and Kansas City, Missouri, with auxiliaries from Westport, Connecticut, and Washington, D.C., met in August 1973 to identify and discuss general concerns, to plan further meetings and to consider possibilities for action. Their main concerns were the quality of life in cities and the capacity of the educational system and city government to respond to community needs and expectations. Some of the areas explored were how to develop an adequate tax base, clarification of the schools' responsibility, zoning, "white flight", dropouts, centralization and decentralization, how to involve minority groups in city planning, ways to interact advantageously with state and Federal government, and the segregation of economic groups.

Another spin-off group was the Dallas Civic Leaders, which met in August 1973. The Dallas Superintendent of Schools had participated in the Superintendents' Network and had gone to the Multi-Cities meeting. Following these experiences, he initiated an "in-house" program for his own staff, and also met with the city manager, through whom liaison with the mayor and the city council members was formed. They decided to hold a city-wide meeting of representatives from all sectors and levels of the community.

The meeting was organized by Educational Systems and Designs of Westport, Connecticut, which was instrumental in organizing all of the networks meetings. The participants discussed many problems of the city, especially bussing, which was then a pressing issue. It is reported that, as results of the meeting, behaviors altered, communication was facilitated, and a committee on minority affairs was formed.

There were several other spin-offs from the Project Open networks. The Chicago-Milwaukee Conference was organized by the Dean of the School of Education of Northwestern University and the Milwaukee Superintendent of Schools, involving 7 sponsoring organizations and 50 participants from all educational levels. It discussed educational governance, with emphasis on teacher-school board bargaining, citizen participation, school finance, and accountability. The Southern Appalachian Regional Network met for four days in May 1974, with 200 participants. Papers were read and discussed on atomic energy, The Tennessee Valley Authority, strip-mining, environmental protection and other topics. The Twin Cities Project, in Minneapolis-St. Paul, during July 1974, discussed taxation, finance and inflation, demographic shifts, and school segregation. Still another network was formed in 1974, involving six city school systems:

Charlotte-Mecklenburg, Gary, Baltimore, Grand Rapids, Seattle and Dallas. Each school system was to choose its own problems to work on during the following year, and an external evaluation of progress was planned.

The most dramatic event sponsored by Project Open was the Southampton Summer Program, a series of four "citizens meetings" held during June and July, 1974 to discuss Federal educational policy and related topics. Some 120 or more persons participated in the program, including blue-collar workers, minority-group spokesmen, teachers and school administrators, school-board members, a Nobel Prize winner, eminent business and professional leaders, members of Congress, leaders from the Office of Education and others.

The central theme of the Southampton program was educational and social reform, the premise being that "schools are not the major educative influence on this society; they are only a reflection of the larger forces controlling all our institutions". Specific topics discussed in plenary and small-group sessions at the four meetings included bussing, minority separatism, ethnicity as a value, ethics in professional education, the future of school financing, and interdependencies of educational and other Federal policies. A recurrent thesis was that educational reform is the business not of educators alone but of the whole society.[18]

The final major activity of Project Open was a conference in Ft. Lauderdale, Florida, October 31 to November 2, 1975. Some 15 participants listened to and discussed addresses on the principles of Project Open and how to implement them. Emphasis was on the tendency of institutions to resist change and the efficacy of open dialogue through vertical and horizontal networking.

Project Open was funded at a minimal level from the resources of TTT. For example, school systems involved in the Six-City Network received between $15,000 and $20,000 each.

An external evaluation of Project Open was conducted by three researchers at the University of Chicago and the University of Southern California, consisting mainly of case studies of the school districts participating in the Six City Network.[19] Included among the general findings are the following: (1) Some attempt at networking was made in each city, with widely varying effectiveness, but in no case was truly comprehensive networking achieved. (2) None of the participant groups felt that their self-defined goals were fully achieved, mainly because they were too global and the time for carrying out their plans was too short. (3) Techniques and strategies used at the different sites varied widely, and some of them were quite effective. (4) Only two of the participant cities -- Dallas and Baltimore -- had plans for supporting Project Open activities after the end of Federal funding. (5) Participants in every site were almost uniformly in agreement that they had profited personally from the process. (6) "Overall, TTT Project Open 1974-75 has been successful in providing an impetus to help schools improve their working human relationships, both within and outside their system, and in helping many of the individuals involved to become fuller people in the process".

Special Projects

In addition to supporting national EPDA programs for the preparation of educational personnel, each with many projects at local sites around the country, OE also funded a number of "special projects" addressed to particular problems of personnel development, most of them at a single site. The focus was on imaginative, high-risk projects at the "cutting edge" of educational reform. The purpose of the special projects was to take maximum advantage of the uncommon flexibility of EPDA legislation in order to address special, even isolated, educational problems that did not warrant establishment of a formal EPDA "program", or which could not appropriately be funded under the regular programs.

Most proposals for special projects were not solicited; they came through the mail, or were hand-delivered, or were advanced by their sponsors in conversations with EPDA officials. A few were suggested by OE personnel.

Usually such proposals were referred to a screening board composed of one or two program officers from each EPDA operating division. If approved by this board, a project was assigned to a program officer in a related branch for administration. Between 30 and 40 special projects were funded, mostly through small grants.[20]

Two special projects were funded at approximately one million dollars each. They are here described.

Reorganization of Teacher Education at Indiana University[21]

An institutional grant was made in 1972 to Indiana University for the purpose of developing and testing an "exportable" system of teacher education that would be more responsive than prevailing systems to the needs of neglected population groups. It was hoped, thereby, to demonstrate effective approaches to basic educational reform.

The University's large School of Education had been experimenting for several years with innovative organizational structures and programs for developing educational personnel, and it was the recipient of EPDA grants for a Trainers of Teacher Trainers Program (TTT) and seven other programs. On the premise that consolidation of available funds would enable the University to make a concentrated and more effective thrust in program development, it was invited by EPDA to submit a proposal for a comprehensive institutional grant.

The proposal was submitted and approved, effective July 1, 1972. Federal funds totaling $999,991 were made available for the project in Fiscal Years 1973 and 1974, and some $93,000 of this amount was carried over for use during Fiscal Year 1975. These funds came from EPDA allocations for TTT, and they were supplemented with some $2,440,515 devoted to the project by the University's School of Education.

This Indiana University project was addressed to reform of the entire process of teacher education, especially the system of offering didactic instruction divorced from the world of reality. New parity arrangements -- involving school systems, communities and universities -- needed to be brought into the process of redesigning the educational program. Varied and flexible structures for learning needed to be developed -- training centers, clinic schools, portal schools, community laboratories, and the like. And teacher education needed to become the joint responsibility of varied concerned groups -- the university, teacher groups, the public school, community agencies, client groups, taxpayers and others.

In order to foster development along these lines, the Indiana University School of Education, itself, had to be reorganized, especially to overcome such structural impediments as departmental insularity, diffused responsibility and accountability, and separation from essential support agencies and mechanisms. To this end, a non-departmentalized Division of Teacher Education (DTE) was established, a flexible structure headed by Leo Fay, consisting of ad hoc temporary work groups (or training teams) to be formed and reformed in the light of experience.

The structure of the new DTE consisted of a broadly representative Policy Board, an Executive Director, and four "centers" of activity: (1) the Conceptualization Center, which devised new role models for varied training settings and projected relevant training programs; (2) the Center for Invention and Development, which produced instructional materials and devices essential to support the training programs; (3) the Personal and Organizational Change Center, which conceived and developed new institutional strategies and tactics to facilitate change in training educational personnel; and (4) the Field Implementation Center, which established and tested organizational schemes for involving various concerned groups as partners in the pre-service and in- service development of educational personnel.

There were also two service-oriented "teams": the Dissemination Team, which fostered widespread institutionalization of innovative practices in teacher education; and the Evaluation Team, which designed and implemented plans for on-going formative evaluation serving all units of the system.

The Executive Director and four center directors were the only permanent administrators. The composition of center and team staffs shifted continually on an ad hoc basis, depending on projects underway.

Operationally, teacher education was conducted by non-departmentalized training teams, each responsible for the education of a group of prospective or in-service teachers, working closely with the Arts and Science personnel of the University and with groups and agencies in the community. Training curricula were revised to incude a wide range of alternative programs and projects among which trainees could choose. Some 21 "Options in Teacher Education" were planned and implemented during the first year of the DTE program, and they were supplemented in subsequent years.

Thus, the special EPDA project at Indiana University undertook to develop some very substantial innovations in teacher education, most notably the ad hoc (non-bureaucratic) organization of the training institution and the cooperative development, in real-life settings, of alternative programs and projects to serve trainees' varying needs. The scope and fundamental nature of the reforms effected, together with the University's own financial investment in them, are said to argue persuasively that this EPDA-supported development will become institutionalized.

Study Commission at University of Nebraska[22]

The Study Commission on Undergraduate Education and the Education of Teachers, also funded from TTT allocations, was initially designed to make programmatic recommendations to an OE task force for a planned program on the Undergraduate Preparation of Educational Personnel (UPEP), scheduled to begin in Fiscal Year 1972. However, funds for UPEP (only one million dollars for the entire nation) were released by the Office of Management and Budget only about two weeks before the end of the fiscal year, too late to allow sufficient time after the notice to the public for interested institutions to prepare their proposals. The schedule permitted less than a week for this purpose; applicants sent their proposal writers to Washington by airplanes to draft the documents and avoid delays in the mails.

The proposals submitted were formally reviewed, and the OE program manager recommended against funding any of them. This action, it appears, was taken for two main reasons: many of the proposals -- drafted in three or four frenzied days -- were not of high quality; and it was highly probably that Congress would not fund the new program beyond the initial year.

Thus, BEPD plans to foster the reorganization of undergraduate teacher education though UPEP were aborted. More than a year of intensive work by a score or more of persons in the Office of Education and the Study Commission went for naught.

The scope of the Study Commission's assignment was extended to embrace all aspects of the development of educational personnel in its social context. It was also to make recommendations for the profession at large, and for the Federal Government in particular. The Commission received grants in Fiscal Years 1972 and 1974, totaling $1,149,429.

The Study Commission consisted of 41 members, representing a cross-section of eminent educators in many fields. Its work was done mainly through more than a dozen committees - on Funding, Academic Disciplines, Higher Education, School Administrators, Education/Liberal Arts Deans, Learning Contexts, Cultural Pluralism, Professional Societies, Students, Teachers, Information, Communications and others. More than 100 educators and other professionals served on these committees; and scores of other persons participated actively in the Commission's work, including its two "Wingspread" meetings in August 1972 and October 1974. The whole enterprise was coordinated by a Directorate of four persons heading a staff of 15, centered at the University of Nebraska and under the direction of Paul Olson.

An early "Value Statement" of the Commission emphasized that education is not only a personal process, but also a social and political process; and when rightly conducted it is a "community enterprise". This principle is central in most of the Commission's studies and recommendations. American education is seen to be in deep trouble, largely because it has become alienated from the communities it serves, resulting in anomie and disorientation among all categories of participants. A necessary corrective is to reestablish in these modern and complex times equivalents to, or substitutes for, the functional interrelations between education and its social context that tended to prevail at an earlier and simpler stage in the development of our society. The process of education, in and out of school, must become increasingly responsive to the diverse communities of people it serves.

This general theme is reflected to some extent in practically all the Commission's publications, which include some 24 monographs, together with occasional newsletters and other documents. These studies deal with a wide range of front-line issues in American education, especially those concerned with improved educational experiences for under-privileged groups. Most of them are sharply critical of current practices; indeed, they are provocative. Illustrative in this regard are the titles of some of the Commission's publications:

Education for 1984 and After

Badges and Indicia of Slavery: Cultural Pluralism Redefined

Open Admissions: The Promise and the Lie of Open Access to American Higher Education

How to Research the Power Structure of Your University or College

Mini-Manual for a Free University

Toward a Community of Seekers

Teacher Credentialling Reform in New York State: Critique and a Suggestion for New Directions

A Time Half-Dead at the Top: The Professional Societies and the Reform of Schooling in America, 1955-1975

Chicano Alternative Education

What Is Community-Based Teacher Education and Why Should School Administrators Be Interested in It?

The Ranking Game: The Power of the Academic Elite

Some New Ways of Learning and Teaching

The University Can't Train Teachers

We'll Do It Ourselves: Combatting Sexism in Education

Wheeling and Dealing in Washington: A Student's Guide to Federal Educational Politics and Resources

Licensing and Accreditation in Education: The Law and State Interest

In addition to these and other topical studies, the Commission prepared a comprehensive final report, entitled Teacher Education in the United States: The Responsibility Gap. It includes substantial theoretical analyses and specific recommendations in five areas:

(1) The Future of Schools and Children: Education of Teachers as a Community Activity;

(2) Teacher Education in America Now;

(3) Legal Constraints: Licensing, Accreditation and Equity in Teacher Education;

(4) Gathering Information on the Process of Educating Teachers; and

(5) The Federal Role in Education.

Unlike other EPDA Projects that also sought to promote social and institutional change, the Study Commission was free to work directly toward these ends, not merely through the training of personnel. Its members were more than educators, other professionals, researchers and writers; they were, first of all, activists, agitators and reformers. Largely as a consequence of these circumstances, the reports published by the Commission, many of them book-length, constitute a powerful analysis of how the forces of individual, professional and institutional self-interest work against the interests of children in the nation's schools. They also record what this group of concerned and thoughtful men and women proposed to do about it.

Program Evaluation

The Office of Education was concerned from the outset with the evaluation of EPDA programs, and developed special structures and many policy statements and plans designed to assure adequate appraisals. The Bureau of Educational Personnel Development, for example, began with a Division of Assessment and Coordination (DAC) to which primary responsibility for evaluation was assigned. In January 1969, the Associate Commissioner suggested guidelines to be followed by DAC in carrying out its evaluation functions.[23] The following October, the Associate Commissioner issued a memorandum -- "Clarification of BEPD Evaluation Policy" -- announcing that a supplementary "Bureau Evaluation Committee has been set up with representatives from each division", and defining "the major evaluation needs that must be met": Project Evaluation, Program Evaluation, and Bureau Evaluation.[24]

Still another early memorandum "conceptualized the BEPD evaluation as the movement of information pertinent to bureau needs from the project, to the program, (through the division) to the bureau", and specified in detail "four essential data elements required in the conduct of a complete evaluation": descriptive data, effectiveness data, trainee and population data, and cost data.[25] There were many more such memoranda during the years that followed, together with the requirement of a detailed "Annual Evaluation Report" on each EPDA program.

Before EPDA became operative, OE's Office of Program Planning and Evaluation (OPPE) was already active in promoting the evaluation of OE programs. In September, 1968, for example, it issued a "Proposed OE Five-Year Evaluation Plan: 1970-1974", developed in cooperation with the several bureaus. The plan called the collection of three kinds of information:

> (1) Basic data for program planning and analysis. In some areas not enough is known about the target populations or their characteristics; and the problems and issues are not in sharp focus. Evaluation in these areas is aimed not so much at assessing ongoing programs but at determining

> the need for and establishing program requirements; (2) Impact data. This tells how Federal funds are being spent, what services are being provided, and to which recipients, and what is happening as a result of Federal programs; (3) Effectiveness data. This tells what the program objectives are and how well or to what extent the programs are accomplishing these objectives.[26]

OPPE, which was in the staff office of the Commissioner, continued its activities in this area. In 1971, Commissioner Marland assigned it "the responsibility for all impact or effectiveness evaluations" throughout the Office of Education. With "appropriate advice and involvement from the bureaus", OPPE was to be responsible for "preparing the annual evaluation plan, designing the evaluation studies, initiating the RFP's (used for contracting with organizations outside of the Office of Education), chairing the committees for selecting contractors, monitoring the conduct of evaluation studies, and reporting their results, along with policy and program implications."[27] Thus, OPPE's authority over the evaluation of EPDA programs exceeded and soon superseded that of BEPD's Division of Assessment and Coordination.

In the light of these and related expressions of concern for evaluation, together with organizational arrangements and plans to promote evaluation, one might reasonably expect much more adequate performance than there was in the appraisal of EPDA programs. As is noted in the preceding sections of this chapter, many evaluation studies were made, some of them by outside agencies. Indeed, a special compilation lists more than 90 EPDA evaluation studies and reports as of 1975.[28] However, only a few of these evaluations -- e.g., for TTT, COP, P & TM, Teacher Corps, TTDI -- were comprehensive and systematic; and even they left open many questions that such appraisals might appropriately be expected to answer.

For the most part, EPDA evaluations did provide -- with varying degrees of adequacy -- descriptive data about program objectives and strategies, number and characteristics of participants, the nature of project activities, and some programmatic accomplishments. They also included some kind of overall assessment, based in most cases on the subjective judgments of participants, project directors, and evaluators. Very few of them analyzed systematically the degree of correspondence between program plans and the actual operation of projects in the field. A few of them attempted to make an assessment of the impact of programs on the subsequent behaviors and careers of participants. None of them included systematic and comprehensive assessment of changes in teachers' classroom performance. And although a few of the evaluations provided some fragmentary data suggesting program effects on learners in the schools, none provided substantial and comprehensive evidence in this regard.

Moreover, as is noted a number of times in the preceding analysis, even the most elementary form of evaluation -- OE monitoring through site visits -- was rare among EPDA programs. Most of the projects were never visited even once by OE personnel.

Early in the life of EPDA, the National Advisory Council commissioned a study of evaluation in programs being conducted by the Bureau of Educational Personnel Development. The study was made by David Cohen and associates at the Center for Educational Policy Research of the Harvard Graduate School of Education. Their report, a comprehensive, 440-page analysis issued in December, 1971, consists largely of case studies of four EPDA programs: Teacher Corps, Trainers of Teacher Trainers, Career Opportunities Program, and National Program for Educational Leadership. The general conclusion of the study is summarized in "three principal findings":

> One is that evaluation has been accorded a low priority in the Bureau and in those of its programs which we investigated. The second is that little of the evaluation that has been done has had an impact on decisions about policy or program. And finally, there has been no evaluation policy with respect to BEPD programs or even a coherent evaluation strategy.[29]

The applicability of these generalizations is broader than the four programs studied in 1971; they are also valid for the whole range of EPDA programs developed during subsequent years.

One explanation for the evident inadequacies in evaluation of EPDA programs is patent: not enough money and staff were allocated for this purpose. Whether this reflects a "low priority" for evaluation, as Cohen suggests, may be arguable. Objectively, it is difficult to avoid that inference.

The Federal funding cycle posed a problem in the evaluation of projects as a basis for decisions to continue or terminate them. As Gaarder pointed out in several memoranda on this subject:

> The renewal of academic year programs cannot be based on program evaluation, because the intervening summer is too short and too late to secure faculty or to release faculty or to make the decision in OE. An academic year program renewal for 70-71 can be based on performance during 68-69, but not on performance in 69-70.[30]

As a solution to this problem, Gaarder suggested that an agreed-upon number of projects be renewed automatically for one year on the condition that they "(a) subject themselves to OE evaluation and (b) agree to correct immediately (within the limits of reason and practicability) the weaknesses found, or at the latest correct them beginning with the second year." He saw "the merit of this scheme . . .

in its extreme emphasis on the use of evaluation (applied at least twice yearly, say, in October and February) to provide immediate feedback and correction of weaknesses.[31] Apparently his scheme was not adopted.

More fundamental explanations of EPDA's weaknesses in evaluation probably lie in the state of the art. Competent evaluation specialists are in short supply, and expensive. Available techniques for assessing teachers' performance in the classroom are as yet crude, and extremely costly to use on a large scale. Although fairly reliable measures of student achievement are at hand, their validity for disadvantaged populations is seriously debated. Available measures of attitudes and values, student outcomes that many people assess as of major importance, are of questionable reliability and validity. Even if requisite technology were at hand, longitudinal studies over several years would be required to assess properly the effects of personnel training programs on students' growth, an approach that is hardly encouraged by the vagaries of Federal funding. Moreover, as Cohen notes, "there is almost no research which reveals stable relationships between the resources or actions of schools on one hand, and the attitudes or performance of children on the other."[32]

In the light of all these considerations, it is not surprising that program evaluation in EPDA -- as in most other educational undertakings -- was restricted mainly to descriptions of process; there was only minimum effort to assess product: behavioral changes in either the trainees or their students. Although understandable, this limitation is difficult to justify. One might reasonably expect that an almost eight-hundred-million dollar program for the development of educational personnel would address itself in a substantial way to the correction of that limitation.

Shortly after the Education Professions Development Act became law and before new programs under its authority were launched, OE's Alice M. Rivlin wrote a memorandum on "How Little We Know About Effective Education". "To put it bluntly," she said:

> almost nothing is known about what works well and what does not in education. Most "leading educators" and "sensitive observers" are agreed that American education is not nearly as effective as it could and should be, especially for deprived children. But no one really knows what to do about it. . . .
>
> We know something about needs and gaps -- what kinds of children do badly in school, how many teenagers drop out or fail to find jobs or to go on to college -- but almost nothing about the comparative effectiveness of different programs to fill these gaps.[33]

Now, after EPDA, we still do not know.

Notes on Chapter IV

1. Don Davies was initially a member of the National Advisory Council, but resigned to head OE's Bureau of Educational Personnel Development.

2. Interview with George Arnstein, June 9, 1974.

3. Interview with Joseph Young, November 6, 1975.

4. It also led to publication of The Grand Experiment, subtitled "The Life and Death of the TTT Program as Seen Through the Eyes of Its Evaluators", op. cit.

5. The rationale for protocol and training materials was developed in B. O. Smith's Teachers for the Real World, 1969, op. cit.

6. Mary-Margaret Scobey and A. John Fiorino (eds.), Differentiated Staffing, Association for Supervision and Curriculum Development, Washington, D. C., 1973, p. 6.

7. The early description of and rationale for training complexes was another contribution of B. O. Smith's Teachers for the Real World, op. cit.

8. For example: See Allen A. Schmieder and Sam J. Yarger, Teaching Centers: Toward the State of the Scene, American Association of Colleges for Teacher Education, Washington, D. C.; ERIC Clearinghouse on Teacher Education, Washington, D. C.; and Leadership Training Institute for Educational Personnel Development, University of South Tampa, November 1974.

9. Summary and Detail Report of Career Opportunities Program Development and Implementation, 1975, op. cit., 287 pp.

10. Alan Gartner, Principal Investigator, A Comparative Study of Career Opportunities Program Graduates as First-Year Teachers, New Careers Training Laboratory, Queens College, City University of New York, November 1975, 130 pp.

11. The description that follows is based mainly on an interview with William L. Smith, current Director of Teacher Corps (October 28, 1975); several articles in the Journal

of Teacher Education's special issue on Teacher Corps (Vol. 26, No. 2, Summer 1975); a report of the National Advisory Council on Education Professions Development, Teacher Corps: Past or Prologue?, July 1975, and documents in the files of the Office of Education.

12. Gaylord Nelson, "The Birth of a Federal Program", Journal of Teacher Education, 26:98-99, Summer 1975.

13. William L. Smith, "Facing the Next Ten Years", Journal of Teacher Education, 26:150-152, Summer 1975.

14. Richard A. Graham, in Joel L. Burdin et al, "The Teacher Corps Concept: A Journal Interview", Journal of Teacher Education, 26:112-118, Summer 1975.

15. David D. Marsh, "An Evaluation of Sixth Cycle Teacher Corps Graduates", Journal of Teacher Education, 26:139-140, Summer 1975.

16. Ibid.

17. G. Thomas Fox, Jr., "Who Is Being Evaluated?", Journal of Teacher Education, 26:141-142, Summer 1975.

18. Much of this description of the Southampton Summer Program is taken from Benjamin De Mott, "Hot-Air Meeting", Harpers, July 1975.

19. R. Bruce McPherson, Columbus Salley and William C. Theimer, Jr., External Evaluation of TTT Project Open: 1974-75, August 1, 1975, 108 pp.

20. Interview with Stewart Tinsman, November 6, 1975.

21. This project description is based largely on Leo Fay, "Fourth Annual Report, Institutional Grant, Division of Teacher Education, School of Education, Indiana University", November 15, 1975, together with related documents in the files of the Office of Education.

22. This project description is based largely on Teacher Education in the United States: The Responsibility Gap (Report by the Study Commission on Undergraduate Education and The Education of Teachers), University of Nebraska Press, 1976, together with related documents in the files of the Office of Education.

23. Don Davies to Division and Staff Directors and others, "Division of Assessment and Coordination", January 14, 1969.

24. Don Davies to the five BEPD directors of divisions, October 9, 1969.

25. "Bureau Evaluation", unsigned and undated, circa 1969, 9 pp.

26. Memorandum from Joseph Froomkin, Assistant Commissioner for Program Planning and Evaluation, to Harold Howe II, Commissioner of Education, September 27, 1967, 23 pp.

27. S.P. Marland, Jr. to Deputies, Assistant and Associate Commissioners, "Centralization of Evaluation", February 10, 1971.

28. "Education Professions Development Act Evaluations, Reports, etc., by Programs", 1975, 9 pp.

29. David Cohen, John Merrow, Ann Taylor, and Walter Mc Cann, *The Role of Evaluation in Federal Education Training Programs*, December 1, 1971, p. 336.

30. A. Bruce Gaarder, "Notes on Evaluation", March 28, 1968.

31. A. Bruce Gaarder, "Program Evaluation --EPDA Parts C and D: To Renew or Not to Renew", September 12, 1968.

32. David Cohen, *et al.*, *op. cit.*, p. 340.

33. Alice M. Rivlin to William Gorman, assistant Secretary for Planning and Evaluation, "What Next in Education?", November 30, 1967, 6 pp.

V. IMPLICATIONS FOR FEDERAL POLICY

As the preceding chapters of this report attest, the events associated with the Education Professions Development Act -- both within the Federal Government and (as they say in OE) "out there" in the field -- constitute a large and complex body of experience. There are lessons to be learned from this experience that have meaning for Federal policy in whatever further intervention there may be in the area of "teacher education", and perhaps in the field of education generally. It is to these that the analysis now turns.

The foregoing descriptions and analyses of EPDA legislative actions, related OE organizational forms and strategies, and program development and costs are predominantly objective. Only at a few points -- most notably the discussion of evaluation at the end of Chapter IV -- do the judgments of the investigator intrude. Inferences about "lessons learned", however, are of a different order. Formulations in this area, necessarily, are heavily laden with value judgments.

The commissioned reports here used to describe most of the EPDA programs (Appendix C) are replete with assessments and recommendations specific to the several programs. These are omitted from this analysis. On the basis of more general ideas advanced in those reports, together with interviews with OE personnel and the investigator's own judgments, attention is focused on general principles of relevance to policy -- for Congress, the Office of Education, and other sectors of the Executive Branch -- in the furtherance of educational personnel development. There is also a proposal for Federal initiative in the broader field of education in the United States.

The discussion is organized in four sections: Mission, Management and Program Development, Relations with Congress, and Federal Legislation. The effort in each section is to point up selected aspects of the EPDA experience that have implications for Federal policy.

Mission

A

There is very little "hard" evidence that training teachers improves the learning of their students. The data that are available, however, indicate that teachers' characteristics are more closely associated with students' achievement than any other school factor, and that the effect of differences among teachers is cumulative over the years.[1] Thus, it appears that teachers do make a difference. The gap in empirical evidence seems to be in the linkage between teacher training and teachers' characteristics, an area that still requires investigation. It cannot simply be assumed that a unit of increased instructional knowledge and skill converts to proportional improvement in teacher effectiveness, or to any at all.

It should be noted, however, that the measured association between teacher characteristics and student learning is confirmed by countless informal observations of teachers in the classroom. None who has worked with teachers in the schools and seen their growth in ability to guide the learning process can doubt that improving the qualifications of educational personnel tends to improve the quality of students' academic performance.

It may be assumed, therefore, that the experiences of many thousands of teachers and administrators and paraprofessionals in EPDA programs do contribute, over time, to improved education for their students. This, of course, was one of the major premises upon which the Education Professions Development Act rested. Another was that the Federal Government has a responsibility to help improve the education of young people by enhancing the qualifications of their teachers.

Both principles are valid, and they argue for a continuing Federal role in the professional development of educational personnel.

B

The Office of Education's emphasis in EPDA was on programs to meet "critical needs" in personnel development, rather than merely to produce more and "better" teachers. This emphasis was warranted not only by the general teacher surplus that became evident shortly after EPDA was passed, but also by pressing and continuing shortages of qualified personnel in particular areas. Notable among them are early childhood education, the education of exceptional children, bilingual education, Indian education, vocational and career education, instructional aides, pupil personnel services, educational leadership, and especially the education of children disadvantaged by poverty and/or racial discrimination. In this latter connection, it should be emphasized that the typical teacher needs help in serving the children of formerly excluded peoples, those whose cultural differences and social disadvantages call for more than yesterday's training provided. Moreover, there is widespread need for up-grading the performance of teachers generally, especially through enhancing their knowledge of what they are teaching, their skills in individualized instruction, their use of media techniques, curriculum development around "real world" experiences, and relations with parents and community.

The preservice training of personnel in such areas of critical need and major efforts to enhance the qualifications of experienced teachers and administrators warrant continued Federal support.

C

One of the above-mentioned critical needs to which most EPDA programs were addressed merits special emphasis. It is the need to improve the educational opportunities of millions of impoverished young people whose development is truncated by schools that do not educate, with terrible consequences for their lives and their progeny, and for American democratic society. As Don Davies noted after leaving the Office of Education:

> The single most significant decision made by the Bureau of Educational Personnel Development about the administration of EPDA was to concentrate most (about 75 percent) of the available funds on projects directly related to the improvement and equalization of educational opportunities for poor children.[2]

The continuing responsibility of the Federal Government in this area is patent.

D

OE's thrust toward the reform of American education through the concentration of EPDA funds on its strategy of "educational renewal" was perceptively responsive to a pressing need, but it was practically ill-advised and futile.

There is no doubt that fundamental reform is sorely needed in the schools and teacher-education institutions of our country. Far too many of them function, apparently mindlessly, in outmoded ways that are irrelevant -- even counterproductive -- to the developmental needs of the young people they serve and the societal needs of the nation as a whole. Moreover, as abundant experience has shown, the training of individual teachers and school administrators for improved performance does not suffice as a corrective; large numbers of them tend to be re-socialized quickly into the inept patterns of behavior that predominate among their colleagues. The need for basic institutional reform is, indeed, pressing; and Federal leadership toward that end, consistent with the primacy of state authority over education, would seem to be highly appropriate.

The educational renewal strategy of EPDA, however, was doomed to failure, and not only because its procedures contravened legislative authority.

In the first place, even the substantial funds available under EPDA constituted too weak a lever for moving the vast educational enterprise forward. In 1977, for example, there were some 2,300,000 professional personnel in elementary and secondary schools in over 16,000 school districts, and more than 430,000 full-time faculty members in institutions of higher education; and the expenditures of both sets of institutions approximated $122,000,000,000 annually.[3] The maximum amount of funds available for EPDA programs in any one year ($132,409,000 in FY 1971) represents about one-tenth of one per cent of that total. Whatever was done with it could have but little impact on American education as a whole.

Further, as experience in many EPDA programs demonstrated, our schools and colleges -- like all institutions -- tend strongly to resist basic change; their priorities are maintenance and aggrandizement, not reform. "Soft" Federal money of uncertain duration is welcomed by school systems and institutions of higher education, and important changes are effected in a few of them through such interventions as the EPDA programs. In the vast majority of cases, however, the institutional recipients of Federal educational funds manage nicely to "contain" the reformist thrusts that come with the money, and revert to status quo ante when the money stops coming.

If ours were a national system of education, specific reforms in schools and colleges might be effected over time "from above"; but that option is not available to the Federal

Government. The alternative is to stimulate and help support reform "from below". Short of social revolution, this means enhancing the democratic power of people in communities to make their schools and colleges serve the goals they perceive is important.

This, of course, is in large measure what the educational renewal strategy sought to do, especially through the principle of parity. Its purpose was to develop a far-flung network of renewal centers in which school and community people throughout the nation would be involved in the never-ending process of institutional self-renewal. The stimulus and support would come from Washington, but the direction and motive power for reform would come from professional and especially lay personnel at the state and local levels.

The principle underlying educational renewal is valid. Moreover, although starting with a small number of pilot projects might have been wiser, the general approach by which the Office of Education sought to implement that principle remains appropriate for a Federal agency seeking to foster nation-wide reform in the state-controlled and independent schools and colleges of our country.

Overall, however, OE's strategy of educational renewal was bound to fail because the resources available under EPDA were far too small for the enormous task to be accomplished. Given the vastness of the American educational enterprise and the difficulty in effecting institutional reform, Federal appropriations amounting to several billion dollars annually over many years would be required to launch the schools and colleges of our nation along the path of continuous self-renewal. In the political climate of the early 1970's, no such funds were in prospect.

Such funds are not in prospect in the late 1970's, but the need for Federal initiative to stimulate truly fundamental and widespread reform in the nation's schools and teacher-training institutions persists. A modest proposal toward this end is offered in the final sub-section of this chapter.

Management and Program Development

A

The effectiveness of EPDA was seriously limited by organizational disruption within the Office of Education. Between 1967 and 1976, there were five Commissioners of Education, each with his own priorities for the Office. Struggles over policy and power within the Bureau of Educational Personnel Development not only created a climate that almost precluded cooperative endeavor, but also led to changes in program and structure that sometimes stemmed from considerations other than principle. Successive reorganizations of the Bureau -- the creation of new divisions, NCIES, regionalization, DESD -- were accompanied by mass transfers of personnel to different posts. Some programs had four or five different OE program officers. There were a number of abrupt starts and stops in program development. Instability prevailed throughout.

It is elemental that substantial unity and continuity among managers and stability of structure, assuming validity in overall program content, tend to facilitate the optimal functioning of any large organization. The managers of EPDA surely knew this, and at several points they sought help from experts in organizational development. Nevertheless, disruptive relationships and structural changes persisted to the end.

To say that this state of affairs should not be in the Office of Education is a little like inveighing against sin; of course, everyone knows it is wrong. It is important, however, to note this aspect of the EPDA experience; it should not happen again.

B

The 26 national programs developed under EPDA addressed a number of different and important problems in the field of teacher education, many of them with creative designs that were exemplary. It appears, however, that the scope of OE's efforts was broader than available funds warranted. Fragmentation rather than concentration tended to prevail. Faced with the alternatives of limited (and probably transitory) impact in many areas versus more substantial (and probably more abiding) impact in a few areas, OE might more wisely have opted for the latter.

It is clear that the EPDA managers came to realize the importance of greater concentration in program development. Illustrative is their emphasis on the Louisville Project, a serendipitous development that came to be viewed as a prototype. Further, the deployment of resources for maximum impact in a limited number of sites was an expressed purpose of the aborted strategy of educational renewal. It is unfortunate that this principle of concentration did not guide EPDA developments from the outset.

A word about program planning is relevant in this regard. Although planning activities loomed large in the EPDA experience, it appears that -- until educational renewal -- there never was a comprehensive, overall, long-term plan to guide the development of programs. Indeed, some of the programs, particularly several of those funded for only one year, seemed to be for-the-nonce afterthoughts, not parts of a coherent plan.

Several circumstances made it especially difficult for OE to develop a realistic, long-time plan for EPDA. Most notable among them were the "sudden" end of the teacher shortage on which the Act was largely premised, organizational turmoil within the bureaucracy, and continual uncertainty over the amount of money to be appropriated and when it would be released. Whatever the explanation, the agency was not able to think through and formulate a comprehensive master plan, and stick to it. Had it succeeded in doing so, the development of programs probably would have proceeded with greater coherence and effectiveness, and the principle of concentration might have been adopted earlier.

C

The preceding reference to funding patterns warrants elaboration, as regards both EPDA as a whole and the several programs.

It was a common practice of the Office of Management and Budget to release appropriated funds too late in the fiscal year for effective use in program development. Thus it was, for example, that the planned program for the Undergraduate Preparation of Educational Personnel had to be abandoned before it got started. Thus it was also that a last-minute windfall of fellowship money prompted the hasty launching of the National Program for the Management of Change -- for one year. It is obvious that the effective planning and development of programs requires that the agency responsible know well in advance what and when funds will be available.

Attention is called earlier in this chapter to the relatively low level at which EPDA was funded. A necessary consequence was limited impact upon educational practice.

Most of the local projects supported under the several EPDA programs were subject to one-year funding, with the possibility of renewal; and many of the national programs, themselves, were of brief duration -- only one or two years for more than one-third of them. This short-term funding is wholly inconsistent with the requirements of abiding educational change, which experience in the profession demonstrates can be effected only through efforts sustained over a long period of time.

The effective use of Federal money for the professional development of educational personnel requires a funding pattern that satisfies at least three criteria. First, the amount of money appropriated is large enough to make a real difference in educational practice. Second, the Office of Education knows how much money to expect and when it will be released sufficiently in advance to permit effective planning.

Third, individual projects that operate in accord with Federal guidelines can count on multi-year funding, -- at least, it would seem, for three or more years in each case.

D

Most of the strategies OE designed for the implementation of EPDA represent important contributions to the technique of program development, and they merit application on a wide scale. Several of them are especially notable.

The serious efforts made through EPDA to involve community representatives in the planning and conduct of local projects constitute an important -- but often ignored -- approach to educational change. Although educational personnel generally prefer that school affairs be left to them, the "professionals", the fact is that the success of the school's program is necessarily conditioned by the extent to which it is supported by the parents and leaders and organizations in the community it serves. To involve them or their representatives in truly important roles in program development is the surest way to win their support. Further, professionals tend too often to isolate what goes on in school from the "real world"; and they can be helped to develop vital educational programs through input from the community people whose children and businesses and civic/political well-being are directly affected by how the school functions. Still further, it is probable that the main dynamics for important school reforms will come, not from within the profession, but from the pressure of community people who are no longer willing to tolerate school programs that fail to educate vast numbers of young people. The sooner and the more extensively they can be involved in school affairs, the better.

The related strategy of parity, which was emphasized in most EPDA programs, reflected two associated convictions of OE managers: that we cannot educate teachers effectively apart from the schools, and that the education of teachers cannot be left to teacher-training institutions alone. Abundant experience in the profession validates their position on both points. By insisting upon a structured partnership among institutions of higher education, local education agencies and community representatives in the planning and conduct of EPDA projects, OE introduced a new and extremely important approach to the professional development of educational personnel.

The leadership training institute extended the parity principle to EPDA programs on a national scale, making available to OE and to local projects the services of a wide range of competent professionals and laymen. It was an administrative invention of considerable merit. In any further development of the strategy, however, it will be important to define the role of the LTI with sufficient clarity to avoid the harmful conflicts that emerged between some LTIs and national program officers, and between some LTIs and the directors of projects they sought to serve.

The asserted strategy of developing EPDA in collaboration with the major professional associations seemed to recognize that they were a force that could be helpful and dare not be ignored. In practice, however, such collaboration never was developed to a high degree. With the exception of CONPASS, relations between EPDA and the professional associations were conducted chiefly on an ad hoc basis, with more than a little suspicion and reservation on both sides. The universities that dominate some of the largest associations were uneasy about the orientation of EPDA toward working through the schools, and the managers of EPDA dispaired of enlisting "The Establishment" in any basic reform of teacher education. The issues between them were substantial, and perhaps they could not be resolved. But the fact remains that the so-called "Big Six" and other professional associations do hold commanding positions in the profession. More sustained efforts than OE made to win their support -- or at least to minimize their opposition -- would seem to be appropriate.

E

OE's records of what went on under EPDA are grossly inadequate. With the notable exception of the Trainers of Teacher Trainers Program, which is fully documented, there are no adequate chronicles of events for most of the programs, no systematic files where relevant documents are assembled, no reliable comparative data. Even records of expenditures for the several programs are incomplete and of questionable accuracy. Only by sifting through thousands of unorganized documents has it been possible for this investigator to piece together the main strands of the EPDA experience, and the probability of important gaps in the record is high.

This lack of adequate documentation is serious, and not only for historical reasons. EPDA was the most creative, large-scale intervention in the field of teacher education ever undertaken by the Federal Government. It developed a rich body of experiences, at both the national and local levels, that probably is replete with important lessons for the profession. A full and accessible record of those experiences would be a valuable resource, offering helpful guidance to related future efforts.

Clearly indicated is the need for OE to establish a comprehensive information collection and storage system for the documentation of such enterprises as EPDA. At the minimum, regular accounts of significant developments in each program, all important program documents, and comparable statistics across programs should be assembled, indexed and filed. An executive officer with adequate staff should be assigned this responsibility.

F

Inadequacies in the monitoring and evaluation of EPDA programs are discussed in the preceding chapter of this report. Suffice it here to point up some implications of these weaknesses.

When OE personnel do not visit local projects, the agency forfeits its best opportunity to determine whether Federal funds are being used effectively. It also fails to give needed guidance in the field, and to assemble information by which to assess -- and if need be revise -- current policies and prodedures. When OE neglects to evaluate programs in a comprehensive and systematic manner, it denies itself and the profession important knowledge of what is accomplished through defined approaches under specified conditions. In both circumstances, Federal accountability is abandoned and local accountability is not encouraged.

The persistent difficulty EPDA program officers experienced in obtaining travel funds reflects, therefore, a serious distortion of priorities in some administrative office, or offices. To send Federal money "out there" without substantial monitoring of its use would seem to be highly irresponsible.

Much the same is true of OE's failure to assure competent evaluation of all EPDA programs. Within limitations imposed by the state of the art, a reasonably satisfactory system of evaluation could be developed. Criteria for the appraisal of programs could be defined in the process of program planning, along with the precise data to be collected for each criterion. Interim formative evaluations could be scheduled and carried out in on-going programs, providing feed-back as a basis for in-course corrections. Summative evaluations of a comprehensive type could be designed and implemented. Meaningful "hard" and "soft" data could be collected and analyzed at each step of the evaluation process.

It is true that such emphasis on evaluation would divert substantial funds from program development, but its value in improving current operations and strengthening accountability would far outweigh that of a few more projects without these basic prerequisites of good management.

Relations with Congress

A

Congressional action to stop "educational renewal" conveyed a clear lesson to OE that requires no elaboration: Operate within the boundaries of legislative authority.

B

EPDA's fortunes on "The Hill" were unduly limited by lack of rapport with Congress. Except for Teacher Corps, which enjoyed strong support from Senators Edward Kennedy, Gaylord Nelson and others, there was no sustained sponsorship of EPDA -- or even interest in its programs, other than those few (e.g., bilinqual education) for which particular lobbies were active. Indeed, very few congressmen knew what the EPDA programs were. Moreover, many of them harbored resentment over the manner in which the Act was "railroaded" through Congress in 1967.

Largely as a consequence, EPDA suffered from a low level of funding; its educational renewal strategy was nipped in the bud; and the legislative authority came to an untimely end. Of course, other important influences contributed to these outcomes; but it is probable that EPDA would have fared better had OE developed better communications with Congress.

Corrective measures short of inappropriate "lobbying" were available. Simple interpretations of what was being done and accomplished under EPDA, including frank summaries of formative and summative evaluations, could have been disseminated periodically among members of Congress. Technical services on educational questions known to be of particular interest to individual congressmen could have been proffered. The counsel of key members of the House and Senate committees on education could have been sought on important initiatives, and heeded. Mutually helpful and on-going relations could have been developed with the able and influential staffs of those committees. Through such measures, it is probable that OE could have won substantial support for EPDA in Congress, and thereby enlarged and extended its services to American education.

Federal Legislation

A

The Education Professions Development Act was good legislation. It addressed a problem of major importance to the country; and although partly categorical, its discretionary sections afforded substantial leeway for creativity and initiative by the Office of Education. This made it possible to redeploy resources in response to changing needs, and to experiment with many new and promising approaches to the professional development of educational personnel. The EPDA pattern of educational legislation warrants replication, with perhaps even broader dimensions of discretionary authority.

B

As previously noted, there persists a pressing need for teacher education in areas of critical shortage, and especially for the retraining of the great mass of educational personnel currently in service -- personnel educated to teach as their teachers were taught, but who now face students different from any previously known. The very limited, 1974 extension of Teacher Corp's role into the field of inservice education serves partly to meet this latter need, but new legislation to enlarge the Federal role in staffing our schools with competent personnel is very much in order.

Such legislation should reflect at least two lessons from the EPDA experience. One is the need for close collaboration among institutions of higher education, local schools, and community representatives in the development of training programs. The other is the need for programmatic accountability on the part of the Federal administrative agency.

C

The OE managers of EPDA came early to realize that "training teachers" alone could not suffice to assume the effective education of children, that basic restructuring of out-moded educational processes was also needed, and that normal institutional resistance to such fundamental change could be overcome only through the pressures of social and political forces outside the schools. Consequently, they sought to develop programs the main thrust of which was educational reform -- both in patterns of teacher education and in the way educational personnel are used in the schools -- through enhancing the influence of lay people in the community in the planning and conduct of EPDA programs. These efforts were in large measure frustrated by limited funds, and they were stopped by Congress when they began to exceed legislative authority.

But the need for basic restructuring of the educational process remains, and a new Federal initiative to this end is in order.

Probably the most important contribution Federal legislation can make to the improvement of education in the United States is to foster the development of a national crusade for basic school reform. It is unconscionable that our nation continues to tolerate systems of schools that cripple many millions of young people and serve poorly the needs of our social institutions, and it is appropriate for the Federal Government to stimulate and support massive corrective action by the people of our country.

No "Federal blueprint" of school reform is here implied. Not only would such a plan violate constitutional restraints; it could not possibly accommodate the immensely varied educational needs of the different groups and sections of the nation. The genius of the American educational "system" is local control, and needed reform of our schools can come only through the insistent demands of the people they serve.

As wide-spread public criticism of our schools attests, the need for reform is perceived by very large numbers of people in all parts of the country, and pressures for change are burgeoning. The Federal Government might appropriately foster the further development of this promising trend by helping to organize a nation-wide dialogue among professionals and laymen on what we want of our schools and how to get it.

A panel authorized to conduct an Inquiry on the Nation's Schools could be established, either under auspices of the Office of Education or responsible directly to Congress. Its members would be representative of varied sectors of American life. Its charge would be to formulate clearly what the nation asks of its schools, together with relevant goals and Federal policy.

The panel would undertake some assessment of prevailing educational practice on all levels, and also identify exemplary practices in this country and abroad; but it would not get bogged down in the gathering and analysis of statistical data, of which there is quite enough already. Rather, its main thrust would be to solicit and appraise ideas -- from laymen and professionals, both eminent and largely unknown.

Invitational conferences of educational and other leaders would be conducted on selected issues. Published and other documents carrying fundamental analyses and proposals regarding the nation's schools would be examined. Communications on the subject from all kinds of groups and individuals would be invited. Public hearings would be held in all parts of the country.

The immediate product of such an inquiry, the panel's report, would be of great value to the profession and the nation; but even more important would be the currents set in motion by the processes of the inquiry. It would help to coalesce and bring to fruition the widespread movement now under way toward reform of American education.

For Congress to authorize and support such a nationwide dialogue among the American people on needed educational reform may be one of the most important things it can now do to strengthen our country against the obvious perils within and whatever threats there may be from without.

Notes on Chapter V

1. James S. Coleman, et al., Equality of Educational Opportunity, U. S. Government Printing Office, 1966, pp. 318 and 325.

2. Don Davies, "EPDA: An Inside Perspective", op. cit.

3. National Center for Educational Statistics, The Condition of Education, 1977 edition, Vol. III, Part I, U. S. Government Printing Office, 1977, pp. 35, 42, 49, 52 and 57.

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APPENDIX

Appendix A

EDUCATION

PROFESSIONS

DEVELOPMENT

ACT

Public Law 90-35

Reprinted by

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education
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PART A—GENERAL PROVISIONS

STATEMENT OF PURPOSE

SEC. 501. The purpose of this title is to improve the quality of teaching and to help meet critical shortages of adequately trained educational personnel by (1) developing information on the actual needs for educational personnel, both present and long range, (2) providing a broad range of high quality training and retraining opportunities, responsive to changing manpower needs; (3) attracting a greater number of qualified persons into the teaching profession; (4) attracting persons who can stimulate creativity in the arts and other skills to undertake short-term or long-term assignments in education; and (5) helping to make educational personnel training programs more responsive to the needs of the schools and colleges.

(20 U.S.C. 1091) Enacted June 29, 1967, P.L. 90-35, sec. 2(c), 81 Stat. 82.

NATIONAL ADVISORY COUNCIL ON EDUCATION PROFESSIONS DEVELOPMENT

SEC. 502. (a) The President shall, within ninety days after the enactment of this section, appoint a National Advisory Council on

Education Professions Development (hereafter in this section referred to as the "Council") for the purpose of reviewing the operation of this title and of all other Federal programs for the training and development of educational personnel, and evaluating their effectiveness in meeting needs for additional educational personnel, and in achieving improved quality in training programs as evidenced in the competency of the persons receiving such training when entering positions in the field of education. The Council shall, in addition, advise the Secretary and the Commissioner with respect to policy matters arising in the administration of this title and any other matters, relating to the purposes of this title, on which their advice may be requested.

(b) The Council shall be appointed by the President, without regard to the civil service and classification laws, and shall consist of fifteen persons. The members, one of whom shall be designated by the President as Chairman, shall include persons broadly representative of the fields of education, the arts, the sciences, and the humanities, and of the general public, and a majority of them shall be engaged in teaching or in the education of teachers.

(c) The Council shall make an annual report of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to educational personnel training) to the President and the Congress not later than January 31 of each calendar year beginning after the enactment of this section. The President is requested to transmit to the Congress such comments and recommendations as he may have with respect to such report.

(d) Members of the Council who are not in the regular full-time employ of the United States shall, while serving on the business of the Council, be entitled to receive compensation at rates fixed by the President, but not exceeding $100 per day (or, if higher, the rate specified at the time of such service for grade GS–18 in section 5332 of title 5, United States Code), including traveltime, and, while so serving away from their homes or regular places of business, may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons in the Government service employed intermittently.

(e) The Council may appoint and fix the compensation of such employees as it deems necessary. The Council is authorized to obtain the services of experts and consultants in accordance with section 3109 of title 5, United States Code.

(f) There is authorized to be appropriated to carry out this section the sum of $100,000 for the fiscal year ending June 30, 1968, and the sum of $200,000 for each of the two succeeding fiscal years.

(20 U.S.C. 1091a) Enacted June 29, 1967, P.L. 90–35, sec. 2(c), 81, Stat. 82.

APPRAISING EDUCATION PERSONNEL NEEDS

SEC. 503. (a) The Commissioner shall from time to time appraise the Nation's existing and future personnel needs in the field of education, including preschool programs, elementary and secondary education, vocational and technical education, adult education, and higher education, and the adequacy of the Nation's efforts to meet these needs. In developing information relating to educational personnel needs, the Commissioner shall consult with, and make maximum utilization of statistical and other related information of, the Department of Labor, the National Science Foundation, the National Foundation on the Arts and the Humanities, State educational agencies, State employment security agencies, and other appropriate public and private agencies.

(b) The Commissioner shall prepare and publish annually a report on the education professions, in which he shall present in detail his views on the state of the education professions and the trends which he discerns with respect to the future complexion of programs of education throughout the Nation and the needs for well-educated personnel to staff such programs. The report shall indicate the Commissioner's plans concerning the allocation of Federal assistance under this title in relation to the plans and programs of other Federal agencies.

(20 U.S.C. 1091b) Enacted June 29, 1967, P.L. 90–35, sec. 2(c), 81 Stat. 83.

ATTRACTING QUALIFIED PERSONS TO THE FIELD OF EDUCATION

SEC. 504. (a) The Commissioner is authorized to make grants to, or contracts with, State or local educational agencies, institutions of higher education, or other public or nonprofit agencies, organizations, or institutions, and he is authorized to enter into contracts with private agencies, institutions, or organizations when he, after consultation with the National Advisory Council on Education Professions Development, considers such contract will make an especially significant contribution to attaining the objectives of this section, for the purpose of—

(1) identifying capable youth in secondary schools who may be interested in careers in education and encouraging them to pursue postsecondary education in preparation for such careers;

(2) publicizing available opportunities for careers in the field of education;

(3) encouraging qualified persons to enter or reenter the field of education; or

(4) encouraging artists, craftsmen, artisans, scientists, and persons from other professions and vocations, and homemakers to undertaking teaching or related assignments on a part-time basis or for temporary periods.

(b) There is authorized to be appropriated to carry out this section the sum of $2,500,000 for the fiscal year ending June 30, 1969, and the sum of $5,000,000 for each of the succeeding fiscal years ending prior to July 1, 1971.

(20 U.S.C. 1091c) Enacted June 29, 1967, P.L. 90–35, sec. 2(c), 81 Stat. 83; amended Oct. 16, 1968, P.L. 90–575, Title II, sec. 231, 82 Stat. 1039.

CONSULTATION

SEC. 505. In the development and review of grant and contract programs under this title the Commissioner shall consult with the National Science Foundation and the National Foundation on the Arts and the Humanities to promote coordinated planning of programs to train educational personnel.

(20 U.S.C. 1091d) Enacted June 29, 1967, P.L. 90–35, sec. 2(c), 81 Stat. 84.

TRANSFER OF FUNDS

SEC. 506. In addition to the authority for utilization of other agencies conferred by section 803(b) of this Act, funds available to the Commissioner for grants or contracts under this title shall, with the approval of the Secretary, be available for transfer to any other Federal agency for use (in accordance with an interagency agreement) by such agency (alone or in combination with funds of that agency) for purposes for which such transferred funds could be otherwise expended by the Commissioner under the provisions of this title, and the Commissioner is likewise authorized to accept and expend funds of any other Federal agency for use under this title.

(20 U.S.C. 1091e) Enacted June 29, 1967, P.L. 90-35, sec. 2(c), 81 Stat. 84.

EXPERTS AND CONSULTANTS

SEC. 507. The Commissioner may employ experts and consultants, as authorized by section 3109 of title 5, United States Code, to advise him with respect to the making of grants and contracts and the approving of programs under this title. Experts and consultants employed pursuant to this section may be compensated while so employed at rates not in excess of $100 per day (or, if higher, the rate specified at the time of such service for grade GS-18 in section 5332 of title 5, United States Code), including traveltime, and, while so serving away from their homes or regular places of business, may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons in the Government service employed intermittently.

(20 U.S.C. 1091f) Enacted June 29, 1967, P.L. 90-35, sec. 2(c), 81 Stat. 84.

LIMITATION

SEC. 508. Nothing contained in this title shall be construed to authorize the making of any payment under this title for religious worship or instruction or training for a religious vocation or to teach theological subjects.

(20 U.S.C. 1092) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 502, 79 Stat. 1255; redesignated and amended June 29, 1967, P.L. 90-35, secs. 2(b), 7, 81 Stat. 82, 93.

SHORT TITLE

SEC. 509. This title may be cited as the "Education Professions Development Act".

Enacted June 29, 1967, P.L. 90-35, sec. 8, 81 Stat. 93.

PART B—ATTRACTING AND QUALIFYING TEACHERS

SUBPART 1—TEACHER CORPS

STATEMENT OF PURPOSE AND AUTHORIZATION OF APPROPRIATIONS

SEC. 511. (a) The purpose of this subpart is to strengthen the educational opportunities available to children in areas having concentrations of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation by—

(1) attracting and training qualified teachers who will be made available to local educational agencies for teaching in such areas; and

(2) attracting and training inexperienced teacher-interns who will be made available for teaching and inservice training to local educational agencies in such areas in teams led by an experienced teacher.

(b) For the purpose of carrying out this subpart, there are authorized to be appropriated $36,100,000 for the fiscal year ending June 30, 1966, $64,715,000 for the fiscal year ending June 30, 1967, $33,000,000 for the fiscal year ending June 30, 1968, $46,000,000 for the fiscal year ending June 30, 1969, and $56,000,000 for each of the succeeding fiscal years ending prior to July 1, 1971, respectively; and there are further authorized to be appropriated such sums for the fiscal year ending June 30, 1972, as may be necessary to enable any teacher-intern who has not completed his program of practical and academic training to continue such program for a period of not more than one additional year.

(20 U.S.C. 1101) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 511, 79 Stat. 1255; amended June 29, 1967, P.L. 90-35, sec. 3(b), 81 Stat. 85; amended Oct. 16, 1968, P.L. 90-575, Title II, sec. 231, 82 Stat. 1039.

ESTABLISHMENT OF TEACHER CORPS

SEC. 512. In order to carry out the purposes of this subpart, there is hereby established in the Office of Education a Teacher Corps. The Teacher Corps shall be headed by a Director who shall be compensated at the rate prescribed for grade 17 of the General Schedule of the Classification Act of 1949, and a Deputy Director who shall be compensated at the rate prescribed for grade 16 of such General Schedule. The Director and the Deputy Director shall perform such duties as are delegated to them by the Commissioner.

(20 U.S.C. 1102) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 512, 79 Stat. 1255; amended June 29, 1967, P.L. 90-35, sec. 3(a), (3), (4), 81 Stat. 85.

TEACHER CORPS PROGRAM

SEC. 513. (a) For the purpose of carrying out this subpart, the Commissioner is authorized to—

(1) enter into contracts or other arrangements with institutions of higher education or local educational agencies under which they will recruit, select, and enroll in the Teacher Corps for periods of up to two years, experienced teachers, persons who have a bachelor's degree or its equivalent, and persons who have successfully completed two years of a program for which credit is given toward a baccalaureate degree;

(2) enter into arrangements, through grants or contracts, with institutions of higher education or local educational agencies (upon approval in either case by the appropriate State educational agency) or with State educational agencies to provide members of the Teacher Corps with such training as the Commissioner may deem appropriate to carry out the purpose of this subpart, including not more than three months of training for members before they undertake their teaching duties under this subpart;

(3) enter into arrangements (including the payment of the cost of such arrangements) with local educational agencies upon approval by the appropriate State educational agency and, after consultation in appropriate cases with institutions of higher education, to furnish to local educational agencies, for service during regular or summer sessions, or both, in the schools of such agencies in areas having concentrations of children from low-income families, teaching teams, each of which shall consist of an experienced teacher and a number of teacher-interns who, in addition to teaching duties, shall be afforded time by the local educational agency for a teacher-intern training program carried out under the guidance of an experienced teacher in cooperation with an institution of higher education;

(4) pay to local educational agencies such part of the amount of the compensation which such agencies pay to or on behalf of members of the Teacher Corps assigned to them pursuant to arrangements made pursuant to the preceding clause as may be agreed upon after consideration of their ability to pay such compensation, but not in excess of 90 per centum thereof, except that, in exceptional cases, the Commissioner may provide more than 90 per centum of such compensation during the first year of any agency's participation in the program;

(5) make available technical assistance to local educational agencies and institutions of higher education for carrying out arrangements entered into under clause (1);

(6) acquaint qualified persons of teaching opportunities and needs in disadvantaged areas and encourage qualified persons to apply to appropriate educational agencies or institutions for enrollment in the Teacher Corps; and

(7) accept and employ in the furtherance of the purposes of this subpart (A) voluntary and uncompensated services notwithstanding the provisions of section 3679(b) of the Revised Statutes, as amended (31 U.S.C. 665(b)), and (B) any money or property (real, personal, or mixed, tangible or intangible) received by gift, devise, bequest, or otherwise.

(b) Arrangements with institutions of higher education to provide training for teacher-interns while teaching in schools for local educational agencies under the provisions of this subpart shall provide, wherever possible, for training leading to an appropriate degree.

(c)(1) Whenever the Commissioner determines that the demand for the services of members of the Teacher Corps exceeds the number available, he shall, to the extent practicable, allocate the number of members of the Teacher Corps who are available among the States in accordance with paragraph (2).

(2) Not to exceed 3 per centum of the number of members of the Teacher Corps, who are available shall be allocated to Puerto Rico, the Virgin Islands, and elementary and secondary schools operated for Indian children by the Department of the Interior, according to their respective needs. The remainder of such number of Teacher Corps members shall be allocated among the States so that the number of members available to any State shall bear the same ratio to the number being allocated as the number of children enrolled in the public and private elementary and secondary schools of that State bears to the total number of children so enrolled in such schools in all of the States. The number of children so enrolled shall be determined by the Commissioner on the basis of the most recent satisfactory data available to him. For purposes of this subsection, the term "State" shall not include Puerto Rico or the Virgin Islands.

(3) If the Commissioner determines that a State will not require the number of Teacher Corps members allocated to it under paragraph (2), he shall, from time to time, reallot the number not required, on such dates as he may fix, to other States in proportion to the original allocation to such States under paragraph (2), but with such proportionate number for any of such other States being reduced to the extent it exceeds the number the Commissioner determines such State needs and will be able to use for such year; and the total of such reductions shall be similarly reallocated among the States whose proportionate numbers were not so reduced.

(d) A local educational agency may utilize members of the Teacher Corps assigned to it in providing, in the manner described in section 205(a)(2) of Public Law 874, Eighty-first Congress, as amended, educational services in which children enrolled in private elementary and secondary schools can participate.

(20 U.S.C. 1103) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 513, 79 Stat. 1256; amended June 29, 1967, P.L. 90-35, sec. 3(a), (c), (f), 81 Stat. 85, 86.

COMPENSATION

SEC. 514. (a) An arrangement made with a local educational agency pursuant to paragraph (3) of section 513(a) shall provide for compensation by such agency of Teacher Corps members during the period of their assignment to it at the following rates:

(1) an experienced teacher who is leading a teaching team shall be compensated at a rate agreed to by such agency and the Commissioner; and

(2) a teacher-intern shall be compensated at a rate which is equal to the lowest rate paid by such agency for teaching full time in the school system and grade to which the intern is assigned, or $75 per week plus $15 per week for each dependent, whichever is less.

(b) For any period of training under this part the Commissioner shall pay to members of the Teacher Corps such stipends (including allowances for subsistence and other expenses for such members and their dependents) as he may determine to be consistent with prevailing practices under comparable federally supported training programs.

(c) The Commissioner shall pay the necessary travel expenses of members of the Teacher Corps and their dependents and necessary expenses for the transportation of the household goods and personal effects of such members and their dependents, and such other necessary expenses of members as are directly related to their services in the Corps, including readjustment allowances proportionate to service.

(d) The Commissioner is authorized to make such arrangements as may be possible, including the payment of any costs incident thereto, to protect the tenure, retirement rights, participation in a medical insurance program, and such other similar employee benefits as the Commissioner deems appropriate, of a member of the Teacher Corps who participates in any program under this subpart and who indicates his intention to return to the local educational agency or institution of higher education by which he was employed immediately prior to his service under this subpart.

(e) The Commissioner is authorized to provide medical (including hospitalization) insurance for members of the Teacher Corps who do not otherwise obtain such insurance coverage either under an arrangement made pursuant to subsection (d) of this section or as an incident of an arrangement between the Commissioner and an institution or a State or local educational agency pursuant to section 513.

(20 U.S.C. 1104) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 514, 79 Stat. 1257; amended June 29, 1967, P.L. 90-35, sec. 3(a), (g), 81 Stat. 85, 86; amended Oct. 16, 1968, P.L. 90-575, Title II, sec. 232, 82 Stat. 1039.

APPLICATION OF PROVISIONS OF FEDERAL LAW

SEC. 515. (a) Except as otherwise specifically provided in this section, a member of the Teacher Corps shall be deemed not to be a Federal employee and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

(NOTE.—Subsection (b) was repealed by P.L. 90-83.)

(c) Such members shall be deemed to be employees of the Government for the purposes of the Federal tort claims provisions of title 28, United States Code.

(d) Members of the Teacher Corps shall not be eligible to receive payment of a student loan under title II of the National Defense Education Act of 1958 or of an educational opportunity grant under title IV of this Act.

(20 U.S.C. 1105) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 515, 79 Stat. 1257; amended June 29, 1967, P.L. 90-35, sec. 3(b), 81 Stat. 87; amended Sept. 11, 1967, P.L. 90-83, sec. 10(b), 81 Stat. 223.

LOCAL CONTROL PRESERVED

SEC. 516. Members of the Teacher Corps shall be under the direct supervision of the appropriate officials of the local educational agencies to which they are assigned. Except as otherwise provided in clause (3) of section 513(a), such agencies shall retain the authority to—

(1) assign such members within their systems;
(2) make transfers within their systems;
(3) determine the subject matter to be taught;
(4) determine the terms and continuance of the assignment of such members within their systems.

(20 U.S.C. 1106) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 516, 79 Stat. 1258.

MAINTENANCE OF EFFORT

SEC. 517. No member of the Teacher Corps shall be furnished to any local educational agency under the provisions of this subpart if such agency will use such member to replace any teacher who is or would otherwise be employed by such agency.

(20 U.S.C. 1107) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 517, 79 Stat. 1258.

TEACHING CHILDREN OF MIGRATORY AGRICULTURAL WORKERS

SEC. 517A. For purposes of this part the term "local educational agency" includes any State educational agency or other public or private nonprofit agency which provides a program or project designed to meet the special educational needs of migratory children of migratory agricultural workers, and any reference in this part to (1) teaching in the schools of a local educational agency includes teaching in any such program or project and (2) "migratory children of migratory argicultural workers" shall be deemed to continue to refer to such children for a period, not in excess of five years, during which they reside in the area served by the local educational agency.

(20 U.S.C. 1107a) Enacted June 29, 1967, P.L. 90-35, sec. 3(i), 81 Stat. 87.

Subpart 2—Attracting and Qualifying Teachers To Meet Critical Teacher Shortages

APPROPRIATIONS AUTHORIZED

SEC. 518. (a) The Commissioner shall carry out during the fiscal year ending June 30, 1969, and the succeeding fiscal year, a program for making grants to States to enable them to support the efforts of local communities experiencing critical teacher shortages, or the efforts of State educational agencies, to (1) attract to teaching persons in the community who have been otherwise engaged and to provide them, through short-term intensive training programs and subsequent in-service training, with the qualifications necessary for a successful career in teaching, and (2) obtain the services of teacher aides and provide them with the necessary training with a view to increasing the effectiveness of classroom teachers.

(b) For the purpose of making grants under this subpart, there are hereby authorized to be appropriated the sum of $50,000,000 for the fiscal year ending June 30, 1969, and $65,000,000 for each of the succeeding fiscal years ending prior to July 1, 1971.

(20 U.S.C. 1108) Enacted June 29, 1967, P.L. 90-35, sec. 4, 81 Stat. 87; amended Oct. 16, 1968, P.L. 90-575, Title II, secs. 231, 233, 82 Stat. 1039.

ALLOTMENT TO STATES

SEC. 519. (a) From the sums appropriated pursuant to section 518 (a), the Commissioner shall reserve such amount, but not in excess of 3 per centum thereof, as he may determine and shall allot such amount among Puerto Rico, Guam, American Samoa, the Virgin Islands, the Canal Zone, and the Trust Territory of the Pacific Islands according to their respective needs for assistance under this subpart. From the remainder of such sums, the Commissioner shall apportion $100,000 to each State, and shall then apportion to each State such part of the amount remaining which bears the same ratio to the total of such amount as the number of children enrolled in the public and private elementary and secondary schools of that State bears to the total number of children so enrolled in such schools in all of the States. The number of children so enrolled shall be determined by the Commissioner on the basis of the most recent satisfactory data available to him. For purposes of this subsection, the term "State" shall not include the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, the Canal Zone, and the Trust Territory of the Pacific Islands.

(b) The amount of any State's allotment under subsection (a) for any fiscal year which the Commissioner determines will not be required for such fiscal year shall be available for reallotment from time to time, on such dates during such year as the Commissioner may fix, to other States in proportion to the original allotments to such States under subsection (a) for that year but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum the Commissioner estimates such State needs and will be able to use for such year; and the total of such reductions shall be similarly reallotted among the States whose proportionate amounts were not so reduced. Any amounts reallotted to a State under this subsection during a year from funds appropriated pursuant to section 519 shall be deemed part of its allotment under subsection (a) for such year.

(20 U.S.C. 1109) Enacted June 29, 1967, P.L. 90-35, sec. 4, 81 Stat. 88; amended Oct. 16, 1968, P.L. 90-575, Title I, sec. 234, 82 Stat.1039.

STATE PLANS

SEC. 520. (a) Any State which desires to receive grants under this subpart shall submit to the Commissioner, through its State educational agency, a State plan, in such detail as the Commissioner deems necessary, which—

(1) designates the State educational agency as the sole State agency for administration of the State plan;

(2) sets forth a program under which funds paid to the State from its allotment under section 519 will be expended solely for (A) programs of local educational agencies or of the State educational agency, or both, to attract to teaching, persons in the community who have been otherwise engaged and to provide short-term intensive training and subsequent in-service training to qualify such persons for teaching, (B) programs of such agencies to obtain the services of teacher aides and to provide them with the preservice or in-service training they need to perform their duties as teacher aides, and (C) administration of the State plan, except that the amount used for administration of the State plan for any fiscal year shall not exceed an amount equal to 3 per centum of the amount paid to the State under this subpart for that year;

(3) with respect to so much of the State program as is to be carried out by local educational agencies, (A) provides assurance that every local educational agency whose application for funds under the plan is denied will be given an opportunity for a fair hearing before the State educational agency and (B) sets forth the policies and procedures to be followed in allocating Federal funds to local educational agencies in the State, which policies and procedures shall insure that such funds will be allocated to local educational agencies having the most urgent need for teachers and teacher aides;

(4) provides that training under a program described in paragraph (2)(A) will be provided only to persons who will, upon completion of their short-term training, have the qualifications for teaching in elementary or secondary schools in the community, and that training under a program described in paragraph (2)(B) will be provided only to persons who show promise of being able with appropriate training to serve competently as a teacher aide;

(5) provides assurances that not more than one-third of the sums expended under this Act will be used to support programs described in paragraph (2)(B);

(6) provides assurance that no person will be denied admission to training programs carried on under this subpart because he is preparing to teach or serve as a teacher aide in a private school;

(7) sets forth policies and procedures designed to assure that Federal funds made available under this subpart for any fiscal year will be so used as to supplement, and not supplant, funds which are available from State or local sources for purposes for which grants may be made under this subpart;

(8) sets forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of, and accounting for, Federal funds paid to the State (including any such funds paid by the State to any other public agency) under this subpart; and

(9) provides for making such reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this subpart, and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports.

(b) The Commissioner shall approve any State plan and any modification thereof which complies with the provisions of subsection (a).

(20 U.S.C. 1110) Enacted June 29, 1967, P.L. 90-35, sec. 4, 81 Stat. 88; amended Oct. 16, 1968, P.L. 90-575, Title II, sec. 233, 82 Stat. 1039.

PAYMENTS TO STATES

SEC. 520A. From the amounts allotted to each State under section 519 the Commissioner shall pay to that State an amount equal to the amount expended by the State in carrying out its State plan. Such payments may be made in installments, and in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

(20 U.S.C. 1110a) Enacted June 29, 1967, P.L. 90-35, sec. 4, 81 Stat. 89.

ADMINISTRATION OF STATE PLANS

SEC. 520B. (a) The Commissioner shall not finally disapprove any State plan submitted under this subpart or any modification thereof, without first affording the State educational agency reasonable notice and opportunity for a hearing.

(b) Whenever the Commissioner, after reasonable notice and opportunity for hearing to such State agency, finds—

(1) that the State plan has been so changed that it no longer complies with the provisions of section 520(a), or

(2) that in the administration of the plan there is a failure to comply substantially with any such provisions,

the Commissioner shall notify such State agency that the State will not be regarded as eligible to participate in the program under this subpart until he is satisfied that there is no longer any such failure to comply.

(20 U.S.C. 1110b) Enacted June 29, 1967, P.L. 90-35, sec. 4, 81 Stat. 89.

JUDICIAL REVIEW

SEC. 520C. (a) If any State is dissatisfied with the Commissioner's final action with respect to the approval of its State plan submitted under section 520(a) or with his final action under section 520B (b), such State may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code.

(b) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall certify to the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(c) The court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

(20 U.S.C. 1110c) Enacted June 29, 1967, P.L. 90-35, sec. 4, 81 Stat. 90.

PART C—FELLOWSHIPS FOR TEACHERS AND RELATED EDUCATIONAL PERSONNEL

STATEMENT OF PURPOSE

SEC. 521. The Congress hereby declares it to be the policy of the United States to improve the quality of education offered by the schools of the Nation by improving the quality of the education of persons who are pursuing or who plan to pursue a career in elementary and secondary education or post-secondary vocational education. The purpose of this part is to carry out this policy by awarding fellowships for graduate study at institutions of higher education and by developing or strengthening programs for the education of teachers and related educational personnel in institutions of higher education. For the purposes of this part the term "elementary and secondary education" includes preschool and adult and vocational education, and the term "career in elementary and secondary education or postsecondary vocational education" means a career of teaching in elementary or secondary schools (including teaching in preschool and adult and vocational education programs, and including teaching children of limited English-speaking ability) or in postsecondary vocational schools, a career of teaching, guiding, or supervising such teachers or persons who plan to become such teachers, a career in the administration of such schools or a career in fields which are directly related to teaching in such schools, such as library science, school social work, guidance and counseling, educational media (including educational and instructional television and radio), child development, and special education for handicapped children.

(20 U.S.C. 1111) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 521, 79 Stat. 1258; amended June 29, 1967, P.L. 90-35, sec. 5(b), 81 Stat. 90; amended Jan. 2, 1968, P.L. 90-247, Title VII, sec. 704(a), 81 Stat. 820; amended Oct. 16, 1968, P.L. 90-575, Title II, sec. 235, 82 Stat. 1040.

FELLOWSHIPS AUTHORIZED

SEC. 522. The Commissioner is authorized to award fellowships in accordance with the provisions of this part for graduate study leading to an advanced degree for persons who are pursuing or plan to pursue a career in elementary and secondary education or postsecondary vocational education.

(20 U.S.C. 1112) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 522, 79 Stat. 1258; amended June 29, 1967, P.L. 90-35, sec. 5(b), 81 Stat. 91; amended Jan. 2, 1968, P.L. 90-247, Title VII, sec. 704(b), 81 Stat. 820.

ALLOCATION OF FELLOWSHIPS

SEC. 523. The Commissioner shall allocate fellowships under this part to institutions of higher education with programs approved under the provisions of section 524(a) of this title for the use of individuals accepted into such programs, in such manner and according to such plan as will most nearly—

(1) provide an equitable distribution of such fellowships throughout the States, taking into account such factors as the number of children in each State who are aged three to seventeen and the undergraduate student enrollment in institutions of higher education in each State, except that to the extent that the National Advisory Council on Education Professions Development determines that an urgent need for a certain category of educational personnel is unlikely to be met without preference in favor of such a category over other categories of educational personnel, the Commissioner may give preference to programs designed to meet that need, but in no case shall such preferred programs constitute more than 50 per centum of the total number of fellowships awarded in any fiscal year, and

(2) encourage experienced teachers in elementary or secondary schools or postsecondary vocational schools and other experienced personnel in elementary or secondary education or postsecondary vocational education to enter graduate programs, attract recent college graduates to pursue a career in elementary and secondary education or postsecondary vocational education, and afford opportunities for college graduates engaged in other occupations or

activities to pursue or return to a career in elementary and secondary education or postsecondary vocational education.

(20 U.S.C. 1113) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 523, 79 Stat. 1259; amended June 29, 1967, P.L. 90-35, sec. 5(d), 81 Stat. 91; amended Oct. 16, 1968, P.L. 90-575, Title II, sec. 236, 82 Stat. 1040.

APPROVAL OF PROGRAMS; GRANTS

SEC. 524. (a) The Commissioner shall approve a graduate program of an institution of higher education only upon application by the institution and only upon his finding—

(1) that such program will substantially further the objective of improving the quality of education of persons who are pursuing or intend to pursue a career in elementary and secondary education or postsecondary vocational education,

(2) that such program gives emphasis to high-quality substantive courses,

(3) that such program is of high quality and either is in effect or readily attainable, and

(4) that only persons who demonstrate a serious intent to pursue or to continue a career in elementary and secondary education or postsecondary vocational education will be accepted for study in the program.

(b) For the purpose of obtaining an appropriate geographical distribution of high-quality programs for the training of personnel for elementary or secondary education, the Commissioner is authorized to make grants to and contracts with institutions of higher education to pay part of the cost of developing or strengthening graduate programs which meet or, as a result of the assistance received under this subsection will be enabled to meet, the requirements of subsection (a).

(20 U.S.C. 1114) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 524, 79 Stat. 1259; amended June 29, 1967, P.L. 90-35, sec. 5(e), 81 Stat. 91; amended Oct. 16, 1968, Title II, sec. 237, 82 Stat. 1040.

STIPENDS

SEC. 525. (a) The Commissioner shall pay to persons awarded fellowships under this part such stipends (including such allowances for subsistence and other expenses for such persons and their dependents) as he may determine to be consistent with prevailing practices under comparable federally supported programs.

(b) The Commissioner shall (in addition to the stipends paid to persons under subsection (a)) pay to the institution of higher education at which such person is pursuing his course of study such amount as the Commissioner may determine to be consistent with prevailing practices under comparable federally supported programs, except that such amount shall not exceed $3,500 per academic year for each such person.

(20 U.S.C. 1115) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 525, 79 Stat. 1260; amended June 29, 1967, P.L. 90-35, sec. 5(f), 81 Stat. 91; amended Oct. 16, 1968, P.L. 90-575, Title II, sec. 238, 82 Stat. 1040.

LIMITATION

SEC. 526. No fellowships shall be awarded under this part for study at a school or department of divinity. For the purposes of this section, the term "school or department of divinity" means an institution or department or branch of an institution whose program is specifically for the education of students to prepare them to become ministers of religion or to enter upon some other religious vocation or to prepare them to teach theological subjects.

(20 U.S.C. 1116) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 526, 79 Stat. 1260.

FELLOWSHIP CONDITIONS

SEC. 527. A person awarded a fellowship under the provisions of this part shall continue to receive the payments provided in section 525(a) only during such periods as the Commissioner finds that he is maintaining satisfactory proficiency and devoting full time to study or research in the field in which such fellowship was awarded in an institution of higher education, and is not engaging in gainful employment other than such part-time employment in teaching, research, or similar activities related to his training as has been approved by the Commissioner.

(20 U.S.C. 1117) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 527, 79 Stat. 1260.

APPROPRIATIONS

SEC. 528. There are hereby authorized to be appropriated to carry out this part $40,000,000 for the fiscal year ending June 30, 1966, $160,000,000 for the fiscal year ending June 30, 1967, $285,000,000 for the fiscal year ending June 30, 1968, $205,000,000 for the fiscal year ending June 30, 1969, and $250,000,000 for each of the succeeding fiscal years ending prior to July 1, 1971; and such sums for the two succeeding fiscal years as may be necessary to enable persons who have been awarded fellowships prior to July 1, 1971, to complete their study under the fellowships.

(20 U.S.C. 1118) Enacted Nov. 8, 1965, P.L. 89-329, Title V, sec. 528, 79 Stat. 1260; amended June 29, 1967, P.L. 90-35, sec. 5(g), 81 Stat. 91; amended Jan. 2, 1968, P.L. 90-247, Title VII, sec. 704(C)(1), 81 Stat. 820; amended Oct. 16, 1968, P.L. 90-575, Title II, sec. 231, 82 Stat. 1039.

PART D—IMPROVING TRAINING OPPORTUNITIES FOR PERSONNEL SERVING IN PROGRAMS OF EDUCATION OTHER THAN HIGHER EDUCATION

ADVANCED TRAINING AND RETRAINING

SEC. 531. (a) The Commissioner is authorized to make grants to, or contracts with, institutions of higher education and State educational agencies, and to make grants to, or contracts with, local educational agencies if, after consultation with the State educational agency, such State agency is satisfied that the program or project will be coordinated with programs carried on under part B, for carrying out programs or projects to improve the qualifications of persons who are serving or preparing to serve in educational programs in elementary and secondary schools (including preschool and adult and vocational education programs) or postsecondary vocational schools or to supervise or train persons so serving.

(b) Programs or projects under this section may include, among others—

(1) programs or projects to train or retrain teachers, or supervisors or trainers of teachers, in any subject generally taught in the schools;

(2) programs or projects to train or retrain other educational personnel in such fields as guidance and counseling (including occupational counseling), school social work, child psychology, remedial speech and reading, child development, and educational media (including educational or instructional television or radio);

(3) programs or projects to train teacher aides and other nonprofessional educational personnel;

(4) programs or projects to provide training and preparation for persons participating in educational programs for children of preschool age;

(5) programs or projects to prepare teachers and other educational personnel to meet the special needs of the socially, culturally, and economically disadvantaged;

(6) programs or projects to prepare teachers and other educational personnel to meet the special needs of exceptionally gifted students;

(7) programs or projects to train or retrain persons engaging in programs of special education for the handicapped;

(8) programs or projects to train or retrain persons engaging in special educational programs for children of limited English-speaking ability;

(9) programs or projects to provide inservice and other training and preparation for school administrators;

(10) programs or projects to prepare artists, craftsmen, scientists, artisans, or persons from other professions or vocations, or homemakers to teach or otherwise assist in programs or projects of education on a long-term, short-term, or part-time basis.

(c) Grants or contracts under this section may provide for use of funds received thereunder only to pay the cost of—

(1) short-term or regular-session institutes; or

(2) other preservice and inservice training programs or projects designed to improve the qualifications of persons entering and reentering the field of elementary and secondary education or postsecondary vocational education, except that funds may not be used for seminars, symposia, workshops or conferences unless these are part of a continuing program of inservice or preservice training.

(d) The Commissioner may include in the terms of any grant or contract under this section provisions authorizing the payment, to persons participating in training programs supported under this section, of such stipends (including allowances for subsistence and other expenses for such persons and their dependents) as he may determine, which shall be consistent with prevailing practices under comparable federally supported programs.

(20 U.S.C. 1119) Enacted June 29, 1967, P.L. 90-35, sec. 6, 81 Stat. 91.

APPROPRIATIONS AUTHORIZED

SEC. 532. There is authorized to be appropriated to carry out this part the sum of $70,000,000 for the fiscal year ending June 30, 1969, and the sum of $90,000,000 for each of the succeeding fiscal years ending prior to July 1, 1971.

(20 U.S.C. 1119a) Enacted June 29, 1967, P.L. 90-35, sec. 6, 81 Stat. 92; amended Oct. 16, 1968, P.L. 90-575, Title II, sec. 231, 82 Stat. 1039.

DISTRIBUTION OF TRAINING PROGRAMS

SEC. 533. In making grants and contracts for programs and projects under this part, the Commissioner shall seek to achieve an equitable geographical distribution of training opportunities throughout the Nation, taking into account the number of children in each State who are aged three to seventeen.

Enacted Oct. 16, 1968, P.L. 90-575, Title II, sec. 239, 82 Stat. 1040-1041.

PART E—TRAINING PROGRAMS FOR HIGHER EDUCATION PERSONNEL

PROGRAMS AND PROJECTS

SEC. 541. (a) The Commissioner is authorized to make grants to, or contracts with, institutions of higher education to assist them in training persons who are serving or preparing to serve as teachers, administrators, or educational specialists in institutions of higher education.

(b) Grants or contracts under this section may provide for use of funds received thereunder only to assist in covering the cost of courses of training or study (including short-term or regular-session institutes and other preservice and inservice training programs) for such persons, and for establishing and maintaining fellowships or traineeships, except that funds may not be used for fellowships which are eligible for support under title IV of the National Defense Education Acts of 1958, or for seminars, conferences, symposia, and workshops unless these are part of a continuing program of inservice or preservice training.

(c) The Commissioner may make a grant to or enter into a contract with an institution of higher education only upon application by the institution and only upon his finding that such program will substantially improve educational opportunities throughout the Nation for training for persons who have or are preparing to undertake teaching or administrative responsibilities in institutions of higher education or the responsibilities of an educational specialist in such institution.

(20 U.S.C. 1119b) Enacted June 29, 1967, P.L. 90-35, sec. 6, 81 Stat. 93.

STIPENDS

SEC. 542. The Commissioner may include in the terms of any arrangement with an institution of higher education under this part provisions authorizing the payment, to persons participating in training programs supported under this part, of such stipends (including allowances for subsistence and other expenses for such persons and their dependents) as he may determine, which shall be consistent with prevailing practices under comparable federally supported programs.

(20 U.S.C. 1119b-1) Enacted June 29, 1967, P.L. 90-35, sec. 6, 81 Stat. 93.

APPROPRIATIONS AUTHORIZED

SEC. 543. There is authorized to be appropriated to carry out this part the sum of $21,500,000 for the fiscal year ending June 30, 1969, and the sum of $36,000,000 for each of the succeding fiscal years ending prior to July 1, 1971.

(20 U.S.C. 1119b-2) Enacted June 29, 1967, P.L. 90-35, sec. 6, 81 Stat. 93; amended Oct. 16, 1968, P.L. 90-575, Title II, sec. 231, 82 Stat. 1039.

PART F.—TRAINING AND DEVELOPMENT PROGRAMS FOR VOCATIONAL EDUCATIONAL PERSONNEL

STATEMENT OF PURPOSE

SEC. 551. It is the purpose of this part to provide opportunities for experienced vocational educators to spend full-time in advanced study of vocational education for a period not to exceed three years in length; to provide opportunities to up-date the occupational competencies of vocational education teachers through exchanges of personnel between vocational education programs and commercial, industrial, or other public or private employment related to the subject matter of vocational education; and to provide programs of inservice teacher education and short-term institutes for vocational education personnel.

Enacted Oct. 16, 1968, P.L. 90-576, Title II, sec. 201, 82 Stat. 1091.

LEADERSHIP DEVELOPMENT AWARDS

SEC. 552. (a) In order to meet the needs in all the States for qualified vocational education personnel (such as administrators, supervisors, teacher educators, researchers, and instructors in vocational education programs) the Commissioner shall make available leadership development awards in accordance with the provisions of this part only upon his determination that—

(A) persons selected for awards have had not less than two years of experience in vocational education or in industrial training, or military technical training; or, in the case of researchers, experience in social science research which is applicable to vocational education; or

(B) persons receiving such awards are currently employed or are reasonably assured of employment in vocational education and have successfully completed, as a minimum, a baccalaureate degree program; or

(C) persons selected are recommended by their employer, or others, as having leadership potential in the field of vocational education and are eligible for admission as a graduate student to a program of higher education approved by the Commissioner under subsection (c).

(b)(1) The Commissioner shall pay to persons selected for leadership development awards such stipends (including such allowances for subsistence and other expenses for such persons and their dependents) as he may determine to be consistent with prevailing practices under comparable federally supported programs.

(2) The Commissioner shall (in addition to the stipends paid to persons under paragraph (1)) pay to the institution of higher education at which such person is pursuing his course of study such amount as the Commissioner may determine to be consistent with the prevailing practices under comparable federally supported programs not to exceed the equivalent of $3,500 per academic year, but any amount charged such person for tuition and nonrefundable fees and deposits shall be deducted from the amount payable to the institution of higher education under this subsection.

(c) The Commissioner shall approve the vocational education leadership development program of an institution of higher education by the institution only upon finding that—

(1) the institution offers a comprehensive program in vocational education with adequate supporting services and disciplines such as education administration, guidance and counseling research, and curriculum development;

(2) such program is designed to further substantially the objective of improving vocational education through providing opportunities for graduate training of vocational education teachers, supervisors, and administrators, and of university level vocational education teacher educators and researchers;

(3) such programs are conducted by a school of graduate study in the institution of higher education; and

(4) such program is also approved by the State board for vocational education in the State where the institution is located.

(d) In order to meet the needs for qualified vocational education personnel such as teachers, administrators, supervisors, and teacher educators, in vocational education programs in all the States, the Commissioner in carrying out this section shall apportion leadership development awards equitably among the States, taking into account such factors as the State's vocational education enrollments, and the incidence of youth unemployment and school dropouts in the State.

(e) Persons receiving leadership awards under the provisions of this section shall continue to receive the payments provided in subsection (b) only during such periods as the Commissioner finds that they are maintaining satisfactory proficiency in, and devoting essentially full-time to, study or research in the field of vocational education in an institution of higher education, and are not engaging in gainful employment, other than part-time employment by such institution in teaching, research, or similar activities, approved by the Commissioner.

Enacted Oct. 16, 1968, P.L. 90-576, Title II, sec. 201, 82 Stat. 1092, 1093.

EXCHANGE PROGRAMS, INSTITUTES, AND INSERVICE EDUCATION FOR VOCATIONAL-EDUCATION TEACHERS, SUPERVISORS, COORDINATORS, AND ADMINISTRATORS

SEC. 553. (a) The Commissioner is authorized to make grants to State boards, as defined in the Vocational Education Act of 1963, to pay the cost of carrying out cooperative arrangements for the training or retraining of experienced vocational education personnel such as teachers, teacher educators, administrators, supervisors, and coordinators, and other personnel, in order to strengthen education programs supported by this part and the administration of schools offering vocational education. Such cooperative arrangements may be between schools offering vocational education and private business or industry, commercial enterprises, or with other educational institutions (including those for the handicapped and delinquent).

(b) Grants under this section may be used for projects and activities such as—

(1) exchange of vocational education teachers and other staff members with skilled technicians or supervisors in industry (including mutual arrangements for preserving employment and retirement status, and other employment benefits during the period of exchange), and the development and operation of cooperative programs involving periods of teaching in schools providing vocational education and of experience in commercial, industrial, or other public or private employment related to the subject matter taught in such school;

(2) inservice training programs for vocational education teachers and other staff members to improve the quality of instruction, supervision, and administration of vocational education programs; and

(3) short-term or regular-session institutes, or other preservice and inservice training programs or projects designed to improve the qualifications of persons entering and reentering the field of vocational education, except that funds may not be used for seminars, symposia, workshops or conferences unless these are part of a continuing program of inservice or preservice training.

(c) A grant may be made under this section only upon application to the Commissioner at such time or times and containing such information as he deems necessary. The Commissioner shall not approve an application unless it—

(1) sets forth a program for carrying out one or more projects or activities which meet the requirements of subsection (b), and provides for such methods of administration as are necessary for the proper and efficient operation of the program;

(2) sets forth policies and procedures which assure that Federal funds made available under this section for any fiscal year will be so used as to supplement and, to the extent practicable, increase the level of funds that would, in the absence of such Federal funds, be made available for purposes which meet the requirements of subsection (b), and in no case supplant such funds;

(3) provides for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this section; and

(4) provides for making such reports, in such form and containing such information, as the Commissioner may require to carry out his functions under this section, and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports.

Enacted Oct. 16, 1968, P.L. 90-576, Title II, sec. 201, 82 Stat. 1093, 1094.

FAMILIARIZING TEACHERS WITH NEW CURRICULAR MATERIALS

SEC. 554. In approving training and development programs for vocational education personnel, the Commissioner shall give special consideration to programs which are designed to familiarize teachers with new curricular materials in vocational education.

Enacted Oct. 16, 1968, P.L. 90-576, Title II, sec. 201, 82 Stat. 1094.

APPROPRIATIONS AUTHORIZED

SEC. 555. There is authorized to be appropriated to carry out this part, the sum of $25,000,000 for the fiscal year ending June 30, 1969, and the sum of $35,000,000 for the fiscal year ending June 30, 1970.

Enacted Oct. 16, 1968, P.L. 90-576, Title II, sec. 201, 82 Stat. 1094.

LEGISLATIVE HISTORY

(P.L. 89-329)

House Reports: No. 621 (Committee on Education and Labor) and No. 1178 (committee of conference).

Senate Report No. 673 (Committee on Labor and Public Welfare).

Congressional Record, Volume 111 (1965):
  August 26: Considered and passed House.
  September 1: Considered in Senate.
  September 2: Considered and passed Senate, amended.
  October 20: House and Senate agreed to conference report.
Approved: November 8, 1965.

(P.L. 90-35)

House Report No. 373 (Committee on Education and Labor).

Senate Report No. 363 accompanying S. 2028 (Committee on Labor and Public Welfare).

Congressional Record, volume 113 (1967):
  June 26: Considered in House.
  June 27: Considered and passed House.
  June 28: Considered and passed Senate, in lieu of S. 2028.
Approved: June 29, 1967.

(P.L. 90-575)

House Reports: No. 1649 accompanying H.R. 15067 (Committee on Education and Labor) and No. 2326 (committee of conference).

Senate Report No. 1387 (Committee on Labor and Public Welfare).

Congressional Record, volume 114 (1968):
  July 15: Considered and passed Senate.
  July 24, 25: Considered and passed House, amended, in lieu of H.R. 15067.
  September 26: House agreed to conference report.
  October 1: Senate agreed to conference report.
Approved: October 16, 1968.

(P.L. 90-576)

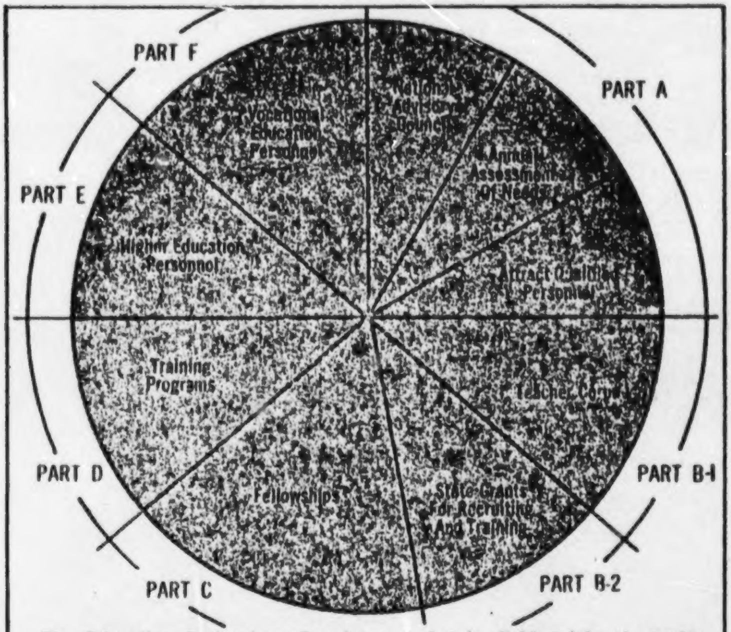
House Reports: No. 1647 (Committee on Education and Labor) and No. 1938 (committee of conference).

Senate Report No. 1386 accompanying S. 3770 (Committee on Labor and Public Welfare).

Congressional Record, volume 114 (1968):
  July 15: Considered and passed House.
  July 15, 17: Considered and passed Senate, amended, in lieu of S. 3770.
  October 1, 2: Senate considered and agreed to conference report.
  October 3: House agreed to conference report.
Approved: October 16, 1968.

EDUCATION PROFESSIONS DEVELOPMENT ACT

This pie chart graphically portrays the six parts of the Education Professions Development Act. It is reprinted from the February 1969 issue of American Education.



The Education Professions Development Act is divided into six parts. Part A has three sections: An independent National Advisory Council which reports to the President and the Congress, the Commissioner's annual assessment of education manpower needs, and a national education professions recruitment program. Part B-1 is the Teacher Corps; Part B-2 is a State grants program to meet immediate critical shortages of classroom personnel. Parts C and D provide fellowships and training projects for prospective and experienced personnel of all kinds at the elementary and secondary school level. Part E provides for training higher education personnel, and Part F for training vocational education personnel.

☆ U.S. GOVERNMENT PRINTING OFFICE : 1969—344-844/2075

Appendix B

PERSONS INTERVIEWED FOR THIS STUDY

Albert E. Alford, Assistant Commissioner for Legislation, Office of Education

George Arnstein, Executive Director (1974-76), National Advisory Council on Education Professions Development

Donald N. Bigelow, formerly Director, Division of Program Administration and Division of College Programs, and other positions, Bureau of Educational Personnel Development; Director, Northeast Division, National Center for Improvement of Educational Systems

Ned Bryan, formerly Program Specialist, Division of School Programs, and other positions, Bureau of Educational Personnel Development; later Division of Educational Systems Development

William Thomas Carter, formerly Director, Division of Program Resources and other positions, Bureau of Educational Personnel Development, and Director, Northeast Division, National Center for Improvement of Educational Systems; later Chief, Division of Educational Systems Development

Don Davies, formerly Associate Commissioner, Bureau of Educational Personnel Development

Jean Frolicher, Counsel, Senate Committee on Education and Labor

A. Bruce Gaarder, formerly several positions in the Bureau of Educational Personnel Development and National Center for Improvement of Educational Systems; later Division of Educational Systems Development

Iris Garfield, formerly Director, Division of Assessment and Coordination, Bureau of Educational Personnel Development

Alan Gartner, Consultant, Career Opportunities Program; Senior Associate, New Careers Training Laboratory, Queens College

Samuel Halperin, formerly Deputy Assistant for Legislation, Department of Health, Education and Welfare

Rex Howard (deceased), formerly Coordinator, Urban/Rural School Development Program, Bureau of Educational Personnel Development; later Division of Educational Systems Development

George Kaplan, formerly Special Assistant to the Associate Commissioner, Bureau of Educational Personnel Development, and other positions

Charles Levitt, Division of Educational Systems Development

Reginald Pearman, formerly Deputy Chief, Career Opportunities Program, and other positions; later Division of Educational Systems Development

Nathan A. Pitts, formerly Division of Assessment and Coordination, Coordinator of Leadership Training Institutes, Bureau of Educational Personnel Development

Allen A. Schmieder, formerly Coordinator, Task Force '72, and other positions, Bureau of Educational Personnel Development; later Division of Educational Systems Development

William L. Smith, formerly Associate Commissioner, National Center for Improvement of Educational Systems, and other positions; currently Director, Teacher Corps

Stewart Tinsman, formerly Special Assistant to the Associate Commissioner, Bureau of Educational Personnel Development, and Director, Southwest Division, National Center for Improvement of Educational Systems

Grace Watson, formerly Coordinator, Volunteers in Education Program and other positions, Bureau of Educational Personnel Development

Russell Wood, formerly Deputy Associate Commissioner, Bureau of Educational Personnel Development; currently Deputy Director, Teacher Corps

Joseph Young, formerly Executive Director (1967-1974), National Advisory Council on Education Professions Development

Appendix C

COMMISSIONED "LESSONS LEARNED" REPORTS ON PARTICULAR EPDA PROGRAMS[a]

James L. Aldrich, Lessons Learned in the Basic Studies Program of EPDA, 91 pp.

Wendell C. Allen, A Report on the State Grant Program of the Education Professions Development Act, Part B-2, 225 pp.

Sara Arnaud, The EPDA Early Childhood Program: Lessons Learned.

Margaret G. Dabney, Lessons Learned: Teacher Training in Developing Institutions Program of the Education Professions Development Act, 92 pp.

Evelyn Deno, The EPDA Exceptional Children Program: Lessons Learned.

Philip DeTurk, Marshall Frinks and Raymond G. Melton, School Personnel Utilization: Some Lessons Learned, 150 pp.

Richard B. Ford, Lessons Learned from TTT, 107 pp. (Trainers of Teacher Trainers Program).

A. Bruce Gaarder, Training Teachers for Bilingual Education: Lessons Learned Through the Education Professions Development Act, 97 pp.

Angela B. Garcia with Dennis Sims, The Urban/Rural School Development Program: Lessons Learned Thus Far, 146 pp.

Alan Gartner, COP: Some Lessons Learned, 1969-1975, 61 pp. (Career Opportunities Program)

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[a] Commissioned by the Division of Educational Systems Development, Bureau of Occupational and Adult Education, U. S. Office of Education. Most of these reports, prepared during the summer of 1975, include extensive appendices, which are included in the page numbers noted.

Appendix C (Cont.)

Phyllis D. Hamilton, Lessons Learned Through EPDA, Part F (Training and Development Programs for Vocational Educational Personnel, Sections 552 and 553), 205 pp.

Bruce Joyce, EPDA and Competency-Based Education, 45 pp.

James W. Kelly, The Lessons of E.P.D.A.: The 504 Experience (New Careers in Education Program), 115 pp.

Vello A. Kuuskraa, A Review of Lessons Learned from the U.S. Office of Education's Project TREND, 52 pp.

David D. Malcolm, Pupil Personnel Services Program: Lessons Learned, 106 pp.

National Indian Education Association, Report on Lessons Learned: EPDA Indian Education Program, 80 pp.

Donald E. Orlosky, Educational Personnel Development: Some Lessons Learned in the Protocol and Training Materials Programs, 180 pp.

Myron L. Puckett, The National Program for Educational Leadership, 1970-1974: An Attempt at Institutional Innovation, 273 pp.

E. Robert Stephens, Educational Personnel Development, 1969-1975: Program/Fellowships for the Management of Change, 66 pp.

Polly F. Franklin Williams, Educational Personnel Development -- Some Lessons Learned, 1969-1975: Volunteers in Education, 143 pp.

Sam J. Yarger, The Education Professions Development Act and Teacher Centers -- Some Lessons Learned, 170 pp.

Appendix D

U.S. OFFICE OF EDUCATION EDUCATIONAL PERSONNEL DEVELOPMENT PROGRAMS ADMINISTERED OUTSIDE THE BUREAU OF EDUCATIONAL DEVELOPMENT (EPDA)

1. Training in Librarianship - Title II-B, Higher Education Act
2. National Teaching Fellowships - Title III, Higher Education Act (Strengthening developing institutions)
3. Research and training programs for vocational education - Section 4(c), Vocational Education Act of 1963
4. Strengthening undergraudate programs in international studies - Section 102, International Education Act of 1966
5. Adult education demonstration projects and teacher training - Section 309, Adult Education Act of 1966
6. Grants for Teaching in the Education of Handicapped Children - P.L. 89-926
7. Civil Rights training institutes - Section 404, Civil Rights Act of 1964
8. Financial Assistance to Local Educational Agencies for the Education of Children of Low Income Families - Title I, Elementary and Secondary Education Act of 1965
9. Supplementary Educational Centers and Services - Title III, ESEA
10. Educational Research and Research Training - Title IV, ESEA (Cooperative Research Program)
11. State grants for vocational education - Vocational Education Act of 1963
12. State grants for adult education - Adult Education Act of 1966

Appendix D (Cont.)

13. National Defense Graduate Fellowships - Title IV, National Defense Education Act of 1958

14. Training programs for higher education personnel - Title V, Part E, Higher Education Act of 1965

15. Bilingual Education - The Bilingual Education Act (Section 701 of the Elementary and Secondary Education Amendments of 1967)

Appendix E

DIRECTORS OF LEADERSHIP TRAINING INSTITUTES OF EPDA PROGRAMS

Division of College Programs:

Trainers of Teacher Trainers
Dr. Harry Rivlin, School of Education, Fordham University, New York, New York

Pupil Personnel Services
Dr. Gilbert Moore, Williamsville, New York

Bilingual Education
Dr. Charles Leyba, Director, Project Maesto, School of Education, California State College at Los Angeles

Education Administration
Dr. Sidney Marland, Institute for Educational Development, New York, New York

Protocol Material
Dr. B. Othanel Smith, Professor of Education, School of Education, University of Illinois at Urbana

Academic Disciplines
Dr. Robert Cross, President, Swarthmore College, Swarthmore, Pennsylvania

Division of School Programs:

Career Opportunities Program
Dr. Leroy Anderson, Fanklin C. Fetter Family Health Center, Charleston, South Carolina

Special Education
Dr. Maynard Reynolds, Director of Special Education, College of Education, University of Minnesota, Minneapolis, Minnesota

Appendix E (Cont.)

Early Childhood Education
Dr. Walter Hodges, Director, Southwest Center for Early Childhood Personnel Development, State College of Arkansas, Conway, Arkansas

Urban/Rural School Development
Dr. Robert Hess, School of Education, Stanford University, Stanford, California

Division of Program Resources:

Teacher Training for Developing Institutions
Dr. Daniel Thompson, Professor of Sociology, Dillard University, New Orleans, Louisiana

Drug Abuse Education
Dr. Helen Nowlis, Professor of Psychology and Research, Consultant for Student Affairs, University of Rochester, Rochester, New York

School Personnel Utilization
Dr. Dwight Allen, Dean, School of Education, University of Massachusetts, Amherst, Massachusetts

Media Specialist
Dr. Jack Edling, Director, Teaching Research Division, Oregon State System of Higher Education, Monmouth, Oregon

Public Information Office:

Section 504 (Attracting Qualified Personnel)
Dr. Bernard Watson, Professor and Chairman under Evaluation, Career of Education, Temple University, Philadelphia, Pennsylvania

Appendix F

NATIONAL ADVISORY COUNCIL ON EDUCATION PROFESSIONS DEVELOPMENT, 1969

Sister Mary Corita, IHM(1), Professor of Art, Immaculate Heart College, Los Angeles, California

Don Davies(2), Executive Secretary, National Commission on Teacher Education and Professional Standards, National Education Association, Washington, D.C.

Adron Doran, President, Morehead State University, Morehead, Kentucky

Annette Engel, Coordinator, Counseling Services, Roosevelt School District, Phoenix, Arizona

Rupert Evans(3), Dean, College of Education, University of Illinois, Urbana, Illinois

Susan W. Gray, Director, Demonstration and Research Center for Early Education, George Peabody College, Nashville, Tennessee

Laurence D. Haskew (Chairman), Professor of Educational Administration, University of Texas, Austin, Texas

E. Leonard Jossem, Chairman, Department of Physics, Ohio State University, Columbus, Ohio

Marjorie S. Lerner, Principal, George T. Donoghue Elementary School, Chicago, Illinois

Kathryn W. Lumley, Director, Reading Clinic, Public Schools of the District of Columbia, Washington, D.C.

Carl L. Marburger, Commissioner of Education, State Department of Education, Trenton, New Jersey

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(1) Resigned July, 1968.
(2) Resigned March, 1968.
(3) Appointed May, 1968.

Appendix F (Cont.)

Edward V. Moreno, Supervisor, Bilingual Education, Los Angeles City School Districts, Los Angeles, California

Lloyd N. Morrisett, Vice President, The Carnegie Foundation for Advancement of Teaching, New York, New York

Mary Rieke, Chairman, Board of Education, Portland, Oregon

Theodore R. Sizer, Dean, Graduate School of Education, Harvard University, Cambridge, Massachusetts

Bernard C. Watson (Vice-Chairman) Deputy Superintendent for Planning, Philadelphia School System, Philadelphia, Pennsylvania

Joseph Young
Executive Director